VOYAGEURS NATIONAL PARK AND BOUNDARY WATERS CANOE AREA

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Voyageurs National Park and Boundar...

HEARINGS

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND LANDS

OF THE

COMMITTEE ON RESOURCES HOUSE OF REPRESENTATIVES

AND THE

SUBCOMMITTEE ON PARKS, HISTORIC PRESERVATION AND RECREATION U.S. SENATE

ONE HUNDRED FOURTH CONGRESS

FIRST SESSION

ON

FEDERAL LAND MANAGEMENT OF VOYAGEURS NATIONAL PARK AND BOUNDARY WATERS CANOE AREA

AUGUST 18, 1995—INTERNATIONAL FALLS, MINNESOTA (JOINT HEARING)

OCTOBER 28, 1995—ST. PAUL, MINNESOTA (HOUSE COMMITTEE ONLY)

Serial No. 104–43

Printed for the use of the House Committee on Resources and Senate Committee on Energy and Natural Resources

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VOYAGEURS NATIONAL PARK AND BOUNDARY WATERS CANOE AREA, PART I

FRIDAY, AUGUST 18, 1995

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS, COMMITTEE ON RESOURCES, JOINT WITH U.S. SENATE, SUBCOMMITTEE ON PARKS, HISTORIC PRESERVATION AND RECREATION, COMMITTEE ON ENERGY AND NATURAL RESOURCES,
International Falls, MN

The joint subcommittees met, pursuant to call, at 11:00 a.m. at the Falls High School Gymnasium, 1501 11th Street, International Falls, Minnesota, Hon. James V. Hansen (Chairman, House Subcommittee National Parks, Forests and Lands) presiding as Chairman of Joint Hearing.

STATEMENT OF HON. JAMES V. HANSEN, A U.S. REPRESENTATIVE FROM UTAH AND CHAIRMAN, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS

Mr. JAMES HANSEN. Let me have your attention, please. Thank you. We appreciate your being here.

I am Jim Hansen, a Representative from the First District of Utah and Chairman of the House Subcommittee on National Parks, Forests and Lands. I am pleased to be joined by my House and Senate colleagues today in listening to the people of northern Minnesota about Federal land management of Voyageurs National Park and Boundary Waters Canoe Area.

This is the second hearing this year which the House Park Subcommittee has held jointly with the Senate Subcommittee on Parks, Recreation and Historic Preservation. As provided for under our procedures of alternating responsibility for chairing these joint hearings, I will be chairing this hearing today.

Let me thank you for being here. I notice there are an awful lot of signs out here, and I know the feelings are very strong on some of the issues we will be looking at today. We have a number of witnesses that we want to hear from. We would appreciate your courtesy and time with us. If you could hold the signs down so other people could see. If you are so prompted to wave them occasionally, I guess that is up to you. Have fun while you are doing it.

On the other side of the coin, though, it is going to be a long meeting. This is a very nice facility. I wish it were air conditioned, however. If you do not mind, we will probably end up taking our coats off. Of course, I would welcome you to do the same thing. I think no one should wear ties on a day like this. I am saying that for the benefit of my colleagues here. I think possibly we can get

through the day, and we can come up with some very good information that is important to you folks in Minnesota.

I wish to first thank the people of northern Minnesota for giving up their time to participate in our proceedings today. Judging from the level of interest, it is clear to me that the topics of today's hearing are very important.

The House and Senate committees are here today at the request of members of the Minnesota delegation; specifically Congressman Oberstar and Senator Grams, who have both requested that I come to northern Minnesota to listen to your concerns.

I am pleased that we are joined today by Senator Wellstone, who, like Senator Grams, is a member of the Senate Park Subcommittee. We are also joined today by Congressman Vento, who preceded me as Chairman of the House Parks Subcommittee for the last several years, and our good friend, Jim Oberstar.

Since we first started discussion of this field hearing several weeks ago, I have been surprised by the number of people who have attempted to talk me out of coming to International Falls to listen to your concerns. There are a lot of persons who want to hold hearings as far away as possible from issues under consideration.

When the former Interior Committee was considering legislation on designation of national parks in Alaska several years ago, hearings were held in San Francisco and Atlanta. Mr. Young, Chairman of the full Resources Committee, and I believe that we need to hear from the local people who are directly impacted by the policies of our Federal agencies.

In considering legislation to revise the Endangered Species Act now before our committee, we held seven field hearings coast to coast to listen to the real Americans on the scene, not inside-the-beltway paid lobbyists. That is why I am pleased to be here with you today and hear your concerns.

One of the themes which I have heard from many people around the country as chairman of the subcommittee with oversight of agencies managing over 550 million acres is the ever-expanding influence of the Federal Government on peoples' lives. In the last 30 years, the Federal Government has acquired over 19 million acres in the lower 48 States. This is an area the size of Maine.

In the State of Minnesota, the acreage managed by the Federal Government has increased by over 500,000 acres in the last 30 years. Similarly over that time period, over 40 percent of those Federal lands in Minnesota have been locked up in some sort of conservation designation status.

It is not a surprise to me that people in Minnesota and elsewhere are concerned about increased limitation on public use and access to their Federal lands. That is also a concern to many of us who come from the west, and we have the same concerns that you have.

Wilderness is one of my favorite examples of a good land management concept which has been severely misused. Most people in the country do not have a clue what the statutory definition of wilderness is—an area untrammeled by man.

Having been on the committee for 15 years, I have traveled all over the United States and talked to different people. I enjoy asking people to give me the legal definition of wilderness. It is surprising how many people cannot do it.

Most people also do not know that when the Wilderness Act was being considered by Congress in 1964, and some of the authors came from this State, the authors stated that not more than 30 million acres in this country would ever qualify for wilderness designation. We now have nearly 100 million acres of wilderness and still counting.

We have areas designated as wilderness which no more meet the statutory definition of wilderness than downtown International Falls. At the same time, we have agencies under continual pressure from outside groups attempting to place even stricter controls on these non-wilderness wilderness areas. I am working on a bill that addresses this problem at the present time.

I think we should make it clear that wilderness designation does not confer any water rights. I think we should make it clear that wilderness designation should not impact our national defense when it is necessary for pilot training.

Like the wilderness system, my subcommittee is also reviewing the National Park System. I am very pleased that Mr. Vento has continued to work on a bi-partisan measure to make sure the park system is the best it can be. Those of us working on the National Park System Reform Act are supporters of the park system, not trying to dismantle it. Further, all of the national parks, including Voyageurs, are exempt from any review under this particular bill we are looking at. Any action to de-authorize any park would require a separate Act of Congress.

I notice in reviewing the testimony today, that many of you are concerned about the lack of economic activity as a result of the establishment of Voyageurs National Park. Here again, think about it. I would be in agreement with my friend and former subcommittee Chair that Congress does not designate parks for the purpose of generating economic activity.

Congress designates parks to preserve the natural or hysterical—historical resources, but it can be hysterical. I have seen that many times, and I hope we do not see it today. Do not get hysterical about this. The historical heritage of our country. If increased economic activity is generated as a result of such designation, that is so much the better and a secondary benefit.

Unfortunately, during the course of debate over establishing a new park area, advocates of the designation often attempt to win over potential opponents through the promise of great economic benefit. In fact, the Park Service has on a number of occasions in my State issued reports touting the economic benefits of establishing a new park.

Right now, our committee is faced with legislation to establish a new park area in Virginia where the Park Service issued a report indicating that designation of that new park would result in $63 million of new economic activity per year. That level of economic activity is not going to happen in the lifetime of anyone in this room or in my lifetime, but the local businessmen are now in firm support of that park proposal. I would just caution people to be careful in that area.

Let me say in conclusion that we in Washington know that there is much work to do toward improving the management of our public lands. With the help of local people, locally elected leaders and

the congressional delegation, there is real hope to make this system work.

I look forward to the testimony today, and now I am going to recognize members of the panel and your delegation for their input. We are going to do it by where they sit on the Committee. We will first hear from Senator Rod Grams. We will then hear from Congressman Bruce Vento, then from Senator Wellstone and then from Congressman Oberstar.

Mr. JAMES HANSEN. Senator Grams.

STATEMENT OF HON. ROD GRAMS, A U.S. SENATOR FROM MINNESOTA

Senator GRAMS. Thank you very much, Chairman Hansen. I am going to remain seated if that is OK, but I want to again thank everybody for taking their time to be here, the members of the panel, Congressman Vento and Mr. Oberstar and Senator Wellstone. Sheila Wellstone, happy birthday, by the way.

I think this is a very important day and a very important hearing, and I would like to take a moment again to thank the distinguished Chairman from Utah for taking time out from his busy schedule as well to personally witness the splendor of Minnesota and also to listen to the views of its citizens on Federal land management issues.

I deeply appreciate the Chairman's longstanding commitment to traveling throughout our Nation to hear the thoughts of those outside of the Washington beltway. On behalf of the residents of Minnesota, I welcome you, Jim, to International Falls.

Mr. JAMES HANSEN. Thank you.

Senator GRAMS. I also want to thank the Chairman of the Senate Parks Subcommittee, Senator Ben Nighthorse Campbell, for sponsoring this hearing as well. Although Chairman Campbell is unable to be here today, I want to acknowledge his efforts in allowing his subcommittee to listen to the concerns of Minnesotans.

I want to especially commend the members of the Minnesota delegation, past and present, who have worked on Voyageurs National Park and the Boundary Waters Canoe Area Wilderness for over 20 years and have taken the opportunity to attend this historic joint hearing.

My colleagues and I agree that natural resources are tremendously important to Minnesotans, and I think the representation the State enjoys in Congress is something to be proud of.

There are three representatives who have chosen committee assignments which oversee the use of public resources. Of course, again, Mr. Vento, who has served on the House National Parks Subcommittee for numerous years; Mr. Wellstone, who has served on the Senate Energy and Natural Resources Committee for five years; and myself, who serves as Vice-Chair of the Senate Parks Subcommittee.

Mr. Oberstar helped write the Voyageurs legislation as former Congressman Blatnik's administrative assistant and has worked on Voyageurs and the Boundary Waters Canoe Area Wilderness for more than 20 years.

We have also worked together on the controversial water level situation in Rainy, Namakan and Kabetogama Lakes. I supported

Senator Wellstone in taking the initiative this year to offer an amendment which attempts to closely follow the rule curve governing the water levels.

I supported Senator Wellstone's amendment on the Floor of the Senate, and I also look forward to working with him as we continue to resolve this issue for northern Minnesota. However, the water level situation is an international issue. It is not a park management issue, and, therefore, is not part of today's hearing.

I also want to thank our distinguished witnesses who will be appearing with us today. Before anything can or should be done in Washington to alter the management of national parks or national wilderness areas, the people who are directly affected by our decisions should be consulted. These elected officials should listen and learn.

If we differ in opinions, we should provide the reasons why because elected officials should not be able to say one thing in private and another thing in public. The witnesses testifying today should also be held to that same standard.

Chairman Hansen and distinguished members of this joint panel, 26 years ago almost to the day the House Parks Subcommittee conducted a hearing at the Woodworkers Union Hall here in International Falls on the feasibility of creating Voyageurs National Park. In 1978, Congress once again focused its attention on Minnesota when it created the Boundary Waters Canoe Area Wilderness.

Clearly, these are two separate areas managed by different Federal agencies, but in both cases Congress recognized the magnificence of these enormous parcels of land and their tremendous natural resources that they could provide not only to this State, but to the entire Nation as well.

We are proud of these areas, and I think we all agree that both of them should offer public enjoyment while being protected. But how and from whom? Those are the questions we ask today, and those are the answers I hope that you will provide.

I have listened to strong disenchantment to northern Minnesota by its local residents and sportsmen and women. All of these individuals care deeply about the environment, but for years have felt that Federal agencies have unnecessarily and in some cases insultingly restricted access to their homes and publicly owned lands.

This lack of respect, perceived or real, prompted the entire Iron Range delegation, along with Koochiching, St. Louis, Cook and Lake Counties, to request congressional field hearings to address the issues of access and management of the two separate areas of Voyageurs National Park and the Boundary Waters Canoe Area Wilderness.

As the Vice-Chairman of the Senate Subcommittee on Parks, Historic Preservation and Recreation, on your behalf I requested a field hearing on these concerns because I felt I had an obligation to ensure all Minnesota residents had a public, official voice in this process. Again, I am glad that the Chairman has granted our request.

I believe Congress has a role in overseeing the laws it passes and the Federal agencies which implement those laws. When cir-

cumstances change and previous decisions need to be re-examined, it should be up to Congress to step forward on behalf of the taxpayers and on behalf of the local homeowners.

I am confident this hearing will help Congress, the National Park Service and the U.S. Forest Service to assist the decisions of the past and to look ahead to the future. It has been some time since Voyageurs National Park and the Boundary Waters Canoe Area Wilderness were established, and this performance review is long overdue.

If management changes have come to northern Minnesota, they will arise from positive, constructive input and factual communication between the National Park Service, the U.S. Forest Service, the citizens of Minnesota and their elected officials.

It concerns me that there was more public support for these areas prior to their establishment. One of the questions at the center of this hearing is to ask why disenchantment and opposition still exist and why it continues to grow.

It concerns me when Park Service officials state that they must be patient and wait for this generation to pass away. That is a completely elitist attitude, and as public servants whose wages and salaries are paid by taxpayers, that attitude is completely unacceptable.

It also greatly concerns me that the Voyageurs Park superintendent has been told by her supervisors to dance with the ones who brought you. Any attempt by Park Service bureaucrats to try stifling her to improve communications is also unacceptable. Freedom of speech is a Constitutional right, and if Federal employees are unable to point out and correct the works of a system, there is something wrong with that system. We all serve at the pleasure of the people, and we owe them the truth.

This hearing should help resolve some of those unanswered questions, including the following: What were the original land use intents of the Voyageurs and Boundary Water areas? Have the National Park Service and the U.S. Forest Service lived up to these original intents, or have they exceeded their missions?

More specifically, is Voyageurs a unique park being managed as a potential wilderness area instead of a multiple-use area, which might include recreational activities? Can the motorized portages be opened while still protecting the environment? Is the Park Service managing these beautiful natural and national resources for all the people or just a few?

I am confident that these important questions will be asked and answered on a factual and rational basis by our witness panels, which I am proud to say under this Congress are balanced and fair. Meanwhile, I look forward to listening to today's proceeding with an open mind.

On one final note, Mr. Chairman and the other elected members of this panel, there are many who have traveled hours to attend this hearing. Many of these individuals and families attended the pre-hearing rally. I would encourage others who wish to make comments to submit them for inclusion in the official record as well.

Again, Mr. Chairman, I look forward to today's testimony. Thanks to all the participants and for their efforts in this historical meeting. Thank you.

Mr. JAMES HANSEN. Without objection, the gentleman's request is so ordered.

The gentleman from Minnesota, Mr. Vento.

STATEMENT OF HON. BRUCE F. VENTO, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. VENTO. Mr. Chairman, I am pleased that you are in Minnesota and have the opportunity to visit and learn firsthand how unique Voyageurs National Park is and how worthy it is of national designation in 1974 and 1995.

I look forward to participating in today's hearing, as well as the hearing that the House Chairman has pledged to be held in the Twin Cities within the next two months. I am pleased that you have agreed to go forward with my request for that second Twin Cities hearing. I look forward to finalizing the date so that we can move ahead and all Minnesotans have a chance to attend and be heard and to have rallies.

Today's hearing on Voyageurs and the Boundary Waters Canoe Area Wilderness is part of a larger debate about the future of our national park and wilderness systems. It is a debate about the purpose of those areas and the criteria on which they are judged.

I am certain that no one will be surprised today by my views on this matter. I am a conservative. I believe that the Federal Government has a moral responsibility to manage these special resources conservatively and to pass on our natural, historic and cultural heritage to future generations in as good or better condition than we inherited it.

I think that today in 1995, the extension of individual rights to the right that no one is willing to surrender to a common sense policy to make some sacrifices so that we can pass on these resources is at the core of where our problems are.

In other words, to subdivide and to fractionalize these special resources, these types of ecosystems, these cherished areas that your grandparents and mine and others who came to this State carved out and set aside and treated in a special way, will destroy them, and we should not let it happen.

I know how much, too, we value the freedom of speech and the opportunity for everyone to express their views at this hearing. I do not need your acclamation or your disapproval in this instance. I think if we are going to conduct the hearing and get through it in the time that is allotted that we would be well to remember that.

Our national park system is the best idea that America has ever had. The standards to designate a national park are stringent. Only 54 sites have qualified for this status, but the results are stupendous. From the majesty of the Rockies in Glacier National Park to the mystery of the Anasazi culture in Mesa Verde, our national parks are truly the crown jewels of this country, the best that we have.

Mr. Chairman and my colleagues, as you have seen, Voyageurs National Park is worthy of its place among our national crown jewels. Let's not turn it to a rhinestone.

Similarly, our wilderness area must undergo a tough review and screening process to ensure that the area meets the criteria for

which national designation and protection have been extended. I welcome that review because I am confident of the worthiness of this particular park. This was a process that the BWCAW has met and surpassed and continues to surpass and that Voyageurs has met and surpassed and will continue to surpass.

Now we will enter a national debate about whether this criteria, in use virtually since the establishment of Yellowstone National Park well over 125 years ago, will be rejected in today's world for political expediency.

We will hear that profits for private concessionaires and local economic benefit should be the primary way that the American people judge a national park's establishment and management. Disney World, not Yellowstone, would be the yardstick to measure our national heritage and our children's legacy.

Parks are not an economic development honey pot and should not be designated or managed on the basis of private profit or personal whim. A real national park, such as Voyageurs, has the same intrinsic value whether it has one visitor or a million visitors.

Parks and wilderness certainly should not be the playground for the elite few. Whether they come from urban centers or those that live near the resource, there should not be an elite for either group. Instead, these parks and wilderness areas should be managed for today's and for tomorrow's generations.

Mr. Chairman, I am a booster for Voyageurs National Park and the BWCAW. These two Minnesota resources are national treasures worthy of protection as a national park and wilderness area. I and many other Minnesotans strongly oppose modifying these parks and wilderness resources and lowering the threshold to make them just another resort community.

I have come to this meeting to hear from those who have advocated stripping designation, but now in the light of day on August 18, 1995, they seem to be no place to be found. Congress certainly cannot and should not pass legislation which would jeopardize these very qualities and demote Voyageurs National Park and Boundary Waters Canoe Area Wilderness from the special places that they are.

We should deal with that directly by de-authorization, by stripping back the Park. Put it on the table today. Let's put it up here up front, but not by doing it through the back door. If you want a park, then you have to have practices and give the tools to the Park Service and the others to attain the goal. We cannot undermine it and at the same time say it is going to continue to be a park.

Voyageurs National Park and the Boundary Waters Canoe Area certainly belong to more than the residents of International Falls and Ely. They belong to more than the residents of the Twin Cities. These areas belong to the visitors who come from all 50 States and the visitors from over 40 different countries across this globe, the families who have signed the guest books and shared their views on Voyageurs.

These national treasures belong to the Kery family from Miami, Florida; the Laws family of Jerusalem, Israel, who wrote, "Absolutely breathtaking park," as their comment; the Peterson-Caldwell family from Anchorage, Alaska, who simply said, "Fantastic," and

they came from Alaska; and they belong to Katie and Kellie Roosen from Hastings, Minnesota, who thought it was fun and liked the canoes.

They belong to the kids that leave behind from your communities these thank you notes for Voyageurs National Park and from the hundreds of letters, Mr. Chairman, and the drawings and illustrations which I would ask to put in the record that come from across the country and from our community. They want it as a park. They want it as their legacy. That clearly is our responsibility, Mr. Chairman.

[The drawings and illustrations sent by the children can be found in the subcommittee archives.]

Above all else, Voyageurs and BWCAW are national treasures belonging to our children and our children's children. As a new grandfather, I feel especially strong about that—about Miles Bruce Vento having the opportunity to come up here and experience what the voyageurs experienced many years ago.

I support that commitment. I support it for Miles Bruce Vento, and I support it for every Minnesotan and every person that calls the Park their own—our park, Mr. Chairman.

Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Senator Wellstone.

STATEMENT OF HON. PAUL WELLSTONE, A U.S. SENATOR FROM MINNESOTA

Senator WELLSTONE. Thank you, Mr. Chairman. First of all, just listening to some of my colleagues who have some very strong views about this, I do as well, and I know you are not going to believe me, Minnesotans, but I am going to be very brief because we have a lot of people who want to testify.

My remarks are not rehearsed. I do not have anything written out in front of me, but just let me say a couple of quick things so we can go forward with the hearing.

First of all, this is one of the things that really makes me proudest of being a Senator from Minnesota. The Chairman talked about calls that he had received and people that did not want this hearing to take place. I think it is very important that this hearing take place.

I received some calls from people who they were really worried because there have been some ugly incidents around the country, threats on people, be it Park Service, Forest Service and others.

You know, what I said was this is Minnesota. That is not what we are about. We are going to have the debate, but not the hate. These are the best people in the world right here in northern Minnesota. This is going to be a very positive hearing. That is my first point.

My second point is I would quite agree with what Rod said. Since there really is not enough time for all the people who have something important to say, and I know more people are going to be providing testimony tomorrow, I, also, Mr. Chairman, would ask unanimous consent that that be a part of the formal record of both the House and the Senate.

[Due to the tremendous amount of testimony supplied, the submittals can be found in the committee files.]

Mr. JAMES HANSEN. Without objection.

Senator WELLSTONE. I thank the Chair.

My third point is I am just going to be general, you guys, because if I go into each point then I go on for too long. I think this is what I am hearing. Whether it be the Voyageurs or the Boundary Waters, I think that the vast majority of people do not think the status quo is acceptable, think there needs to be some positive changes, but also are not looking for a State that is going to become bitterly divided, are not looking for people being furious and angry with one another.

I see no reason why this hearing cannot be the first step toward putting into effect some positive changes that people can be proud of. It may be that not everybody is going to be satisfied, but, for God's sake, we ought to be able to come together as Minnesotans and do the work. That is my third point.

I doubt whether everybody will be satisfied with every single thing that I do as a Senator, but I am going to try very hard to respond to people and do my very best to serve people. You know, you always have to look at yourself in the mirror. I do not say different things in different places, and I do not plan on doing that. I plan on not being arrogant, listening and being very straightforward, agree or disagree. This is an important hearing.

My last point is just a slight disagreement. When we get to some of the panelists, we will get a chance through questions to get to the bottom of some of what has been said.

On the whole issue of water levels management, actually that is integral to the access management of the Park. It is hard not to talk about water level. I just want to mention today that I was very proud to introduce that amendment. I know how important it was to anglers. I know how important it was to resort owners. I know how much money—hundreds of thousands of dollars—was lost each year.

Now, I just received a copy of a letter from Boise Cascade, and I just want to summarize the bottom paragraph here. This is to FERC, the Federal Energy Regulatory Commission.

"As mentioned in prior communications with the Commission, licensee does not control Rainy Lake water levels. That task is performed in Canada by Rainy River Forest Products, Inc., a separate, distinct and independent Canadian corporation which is subject to the laws of Canada and the Province of Ontario."

Now, I am a layperson, but it seems to me if you have a dam that keeps the water level down and that dam provides cheap hydropower to a company, that company has something to do with the water level being down.

I am going to request that FERC stay very close to Boise Cascade, demand accountability, and if the issue today is that government sometimes does not serve people, do you know what? The big companies and the big corporations also have to serve people. That is my final point.

Mr. JAMES HANSEN. Thank you, Senator Wellstone.

We will now turn to Congressman Oberstar.

STATEMENT OF HON. JAMES L. OBERSTAR, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. OBERSTAR. Thank you very much, Mr. Chairman. Thank you especially for being up here in northern Minnesota.

I think Chairman Hansen deserves a very special round of applause and expression of appreciation. He could more happily be in Utah in his district with his constituents, but he is Chairman of a committee. He has accepted that responsibility, he has taken on the national role, and he has taken it very seriously and taken the time to be up here with us. We are very grateful that you are here. Thank you.

Mr. Chairman, if I may, I would just like to mention that the grand lady of the boundary waters is with us, Justine Kerfoot, who has more experience than anybody in the boundary waters. Some say she was there to greet the voyageurs, but that is not true.

We have the grand marshall of the border waters, Johnny Smrekar from Ely. John, you have been up there longer than anyone else. You were there when Teddy Roosevelt announced the Superior National Forest.

Bruce Vento says how many constituents do you have here. They all are, or they all want to be.

I want to address very specifically the issue before us. I have, as Senator Grams and others have mentioned, been associated with Voyageurs National Park since its very origin. I was the administrative assistant to John Blatnik at the time that he crafted the bill, together with then Republican Governor Elmer Anderson and later Republican Governor Harold Levander. Levander's administrative assistant was Senator Dave Durrenberger, then executive assistant.

We spent a lot of time crafting that legislation. I, in fact, drafted the original language following the dozens and dozens of meetings and hearings and public forums that we had on Voyageurs National Park.

Commitments were made at that time about the nature of Voyageurs National Park. I have introduced legislation pending before this committee, Mr. Chairman, that will restore the original purpose for which Voyageurs was intended. It was to be a year-round park, a winter/summer park. It was to be a multiple-use park, excluding, of course, activities incompatible with a national park.

I remember so well and am probably the only one here who can remember the days when committees had executive session markups when no members other than members of the committee were allowed in the room. Like an expectant father, we sat in the anteroom outside waiting for the doctor to come and announce what type of child was born.

Finally at the end, the then Chairman, Wayne Aspenall, stuck his head out the door and said John, you have a park, but we added a little study at the end of it, just a study of wilderness. It does not require wilderness. It is a study to determine the potential for wilderness. That became the tail that wagged the dog for the next 20-plus years.

As the study of wilderness proceeded, the National Park Service felt compelled to manage the Kabetogama Peninsula increasingly

as wilderness. It was not wilderness. Wilderness was not created in the Voyageurs Park legislation.

It was very clear by the author, John Blatnik, clear by the State support from Governor Levander, clear in later Senator Dave Durenberger's mind that this was not to be wilderness. For years there had been snowmobile trails on the Kabetogama Peninsula going back to the days when the M&O Paper Company owned the property and managed the woodland. Those snowmobile trails one by one were closed off as the study of wilderness proceeded.

My bill will simply restore the original purpose for which Voyageurs was intended; that is, to make it a winter/summer motor accessible park in contrast to the single use Boundary Waters paddle-only area to the east.

My bill will re-establish motor access to ten specific lakes within the Kabetogama Peninsula and re-establish the perimeter snowmobile trail around the peninsula as was intended originally.

It will de-classify the two areas that have been set aside as endangered species areas because, frankly and clearly, they are unnecessary. People do not snowmobile past bald eagle nesting sites. It is unsafe at that time of year when the ice is just about out. There is no reason to preclude snowmobiling in that particular bay.

I would also direct a study of the development of more cross country ski and snowmobile trails and put a floor on houseboat usage because that usage, too, has been racheted downward over the years unnecessarily and unreasonably.

One of the most important changes that I propose and one that I think goes to the heart of the concern that you are hearing, Mr. Chairman, here and elsewhere around the country so often with respect to Boundary Waters or Voyageurs—I hear it from the people here, and I am among the people and I know them—is you, the Federal Government, ask us for our comments. We tell you what we think, and then you go off and do something else. We need a way for people to have a voice.

I propose and I am now drafting legislation which I will introduce and which will come to your committee, Mr. Chairman, to establish a Voyageurs Park management council.

I would pattern this council after legislation that I helped craft as a member of the Merchant Marine and Fisheries Committee in 1977 when we established the 200-mile economic zone extending out from the U.S. coastal areas on the Pacific and Atlantic coasts. That legislation created fisheries management councils, which have been operating for 17 years very successfully.

The role of the council will be very much like the fisheries management councils. It will consist of a broadly representative group of citizens vested with decisional input on the management of the Park. The role of the council will be to work cooperatively with the National Park Service on management of Voyageurs.

It will serve as a conduit for local and regional concerns over management of a park through the public hearing process conducted by the council just as the fisheries councils do it. They will play a direct role in developing the Park's management plan in cooperation with the superintendent of the Voyageurs National Park.

They will submit the final draft management plan to the Secretary of Interior for publication in the **Federal Register** as a no-

tice of proposed rulemaking. That notice of proposed rulemaking will be followed by the usual public commentary period, and ultimately whatever changes are recommended will go back to the council. The council will consider those and then publish the final rulemaking in the **Federal Register**, which will be the management plan for Voyageurs Park.

This would be a broadly representative group. It would include all viewpoints. No one will be excluded. It will be a deliberative process, but it will start from the people and become a management plan for the Park.

I know this is a new idea. People have not heard about it before. I can tell you, though, that it works. In the fisheries councils it provides for a direct channel for local input in shaping the plan that manages the resources. This will not be imposed by someone outside, but it will be a plan in which the people will actually formulate the plan and not be told this is what it is and you follow it.

I will circulate a draft of this initiative among all interested parties, and I will look for their comments. I will hold numerous discussions as we have been doing for quite some time. I propose the same management council for the Boundary Waters Canoe Area.

I also propose and I have a draft of legislation, Mr. Chairman, which will soon come to your committee to re-open the mechanized portages which have operated for years. These mechanized portages lead into lakes that are motor-accessible under the 1978 act. It makes no logical sense that you can use a motor on the lakes, but you cannot get the motor to the lake.

I, too, have letters from people on all sides of that issue, but none quite like a ten-year-old lad who said, "I went to visit with my grandfather. We wanted to go fishing in Trout Lake, and we could not get there because we could not get his boat over the portage. Can you not please open it up so Grandpa and I can go fishing?"

That is just as heartfelt and is every bit as much from the people to open the wilderness to those mechanized lakes, those motorized lakes, to open them up to the handicapped, the elderly and families with young children.

My bill will also propose that we harmonize use on those lakes. If they are half in and half out of the Boundary Waters and one half you can use motors and the other side you cannot, I would propose you allow motors to the next portage and maintain the horsepower limits.

I think that makes sense, particularly such as with Lac La Croix where the Canadians, the indigenous people, the Chippewa, have used 25-horse motors on their side of Lac La Croix for decades, while motors of any kind are prohibited on our side. It does not make sense. We ought to harmonize the use. It ought to be compatible on both sides.

The 25-horse limit on most of Basswood should be extended all around the United States Point, and the same limits should be set on Saganaga Lake and on Birch Lake. The 10-horsepower limit on motorboats that operate on Sea Gull that is due to expire in three years should be extended. The 10-horse limit that is about to expire should also be made permanent. The limit on Saganaga and Birch Lakes should be reinstated. I will do that in legislation that I will soon introduce in the Congress.

Mr. Chairman, it is characteristic of issues of this size and kind that there are deep and strong feelings held on both sides. I tried to be very balanced and reasonable and not to stimulate any show of emotion, but it is going to happen. People are going to express their views.

I love you for it, but if we are ever going to get through this hearing, I think the cheering and the booing is going to have to be held to a very minimum or we will be here until midnight.

Mr. JAMES HANSEN. I thank you.

Mr. OBERSTAR. I thank you very much.

[The prepared statement of Mr. Oberstar follows:]

STATEMENT OF HON. JAMES L. OBERSTAR, A U.S. REPRESENTATIVE FROM MINNESOTA

Thank you, Messrs. Chairmen, for holding this hearing in northern Minnesota—for coming here to be accessible to the people whose lives, lifestyle and livelihoods are, on a daily basis, most directly affected by Voyageurs National Park and the Boundary Waters Canoe Area Wilderness.

"Field hearings", as these sessions are commonly called, are a longstanding tradition of the Resources Committees of both the House and Senate. Such hearings were held in Minnesota in 1969 prior to enactment of the Voyageurs National Park bill, and, again, in 1978 prior to enactment of the BWCAW bill. Today's hearings are somewhat different in scope and purpose from hearings the committees usually conduct on proposals to establish new units of either the National Park System or the U.S. Forest Service System, because both Voyageurs National Park and the BWCAW are established units of their respective systems. These hearings will inquire into the management of both VNP and BWCAW and explore the need for legislative fine tuning or mid-course correction of the management of these units to address irritants and obstacles that have arisen in the management of both Voyageurs and the BWCAW.

I have introduced legislation pending before my House colleagues, H.R. 1310, to address the problems within Voyageurs National Park; and, shortly after the Congress reconvenes in September, I shall introduce legislation to address certain issues unique to the Boundary Waters Canoe Area Wilderness.

The objective of my legislation on Voyageurs National Park is to restore the original purpose for which the Park was created: it was intended to be available for year-round use, winter as well as summer, motorized as well as nonmotorized uses. Voyageurs was intended to be a counterpoint to the nonmotorized, paddle-exclusive use area to the east, the Boundary Waters Canoe Area.

I know the history of Voyageurs National Park because I was administrative assistant to my predecessor, Congressman John A. Blatnik, author of the VNP law, from the very outset of the public discussions of whether to create a national park and what type of park it should be. In fact, I drafted the original bill that Congressman Blatnik introduced and worked on it every step of the way through both the House and the Senate. That legislation was drafted following extensive public meetings, discussions and commentary from a wide spectrum of people in the region whose lives, livelihoods, lifestyle, and economic well being would be affected by the Park proposal. We made every effort to accommodate the widest possible use of the Park, excluding, of course, mining, logging, and hunting, which are incompatible with a national park.

Commitments were made in the course of crafting this legislation and seeing it through to enactment—I remember those commitments and I intend, through this legislation, to be sure that they will be honored.

Principal among those commitments was the assurance that snowmobiling would be permitted within the Park and, specifically, on the Kabetogama Peninsula. It was understood further that snowmobiling would be permitted to the interior lakes on the Peninsula, which had been traditionally accessible by snowmobiling for those who enjoy winter fishing, particularly trout fishing, on the deeper lakes.

In the ensuing years since establishment of the Park, the Kabetogama Peninsula has not been managed as originally intended; rather, it has been increasingly managed as a wilderness, excluding snowmobile use except for a perimeter route, whose use in recent years has been restricted.

The cause of this restrictive management of the Kabetogama Peninsula has been the wilderness study in which the National Park Service has been engaged for several years, in accordance with a relatively minor provision of the original VNP Act

authorizing a study of the potential for wilderness within Voyageurs National Park. That provision, Messrs. Chairmen, was not in our original bill; it was added at the very end of markup by the House Interior and Insular Affairs Committee. The language did not mandate wilderness; it only authorized a study of the potential for wilderness within the Park. Then-Chairman Wayne Aspinall explained to John Blatnik and me that this was sort of "boiler plate language that we are adding to all of these bills to explore the potential for wilderness preservation".

Regrettably, the study of wilderness took on a life of its own far beyond the original purpose, as the National Park Service, in preparing for and conducting the study of wilderness, managed the Kabetogama Peninsula increasingly as though it were wilderness. This administratively-determined management caused the closing of snowmobile trails to the interior lakes even though these trails had been in use for decades before the Park was established.

These and other rather arbitrary restrictions on use that go beyond the bounds of reasonableness have caused local frustrations to boil over into public resentment of what many people in the area see as an onerous management style. I, too, came to an end of patience with the Park Service over these issues and concluded that the only way to restore the Park to its original purpose would be through legislation, to make it unmistakably clear how this Park is to be managed, which uses are to be permitted, and where.

Another one of the concerns you'll hear a good deal about today is that Voyageurs never had the beneficial impact on the regional economy as originally envisioned.

When the Park was established in 1975, 1.359 million visitors were predicted in the Park annually; currently, we barely reach 200,000. Yet, the Park Service claims that the Park is overused.

The increasingly restrictive management of both the Peninsula and the lakes has caused great resentment on the part of local residents who, rightly, feel this management approach is, in a sense, "manufacturing" wilderness, and that it runs contrary to the original intent of the Voyageurs National Park legislation.

The succeeding witnesses will describe in detail the actions the Park Service took last winter that brought numerous frustrations to a head; suffice it to say that it is clear to me the only way we can restore to Voyageurs the uses originally intended is through legislation.

My bill accomplishes that goal in three specific ways:

1. It sets a threshold on houseboat usage; rather than an arbitrary ceiling, which the National Park Service has done;
2. It specifically authorizes access to ten individually designated lakes on the Kabetogama Peninsula by float planes and snowmobiles;
3. It lifts the Endangered Species Act limitations on snowmobiling on the perimeter of the Peninsula.

The bill also provides for a study of the development of more cross-country ski and snowmobile trails, a comparison study of estimated and actual economic impacts of the Park, and an outright repeal of the wilderness study.

Voyageurs Park Management Council:

One of the most important changes I propose, and for which I am drafting the legislative language, will be to establish a Voyageurs Park Management Council, consisting of a broadly representative group of citizens who will be vested with decisional input on the management of the Park. The role of the Council will be to work cooperatively with the National Park Service on the management of Voyageurs. The Council will serve as the conduit for local and regional concerns over management of the Park through a public hearing process conducted by the Council; play a direct role in development of the Park's management plan in cooperation with the supervisor, VNP; and submit the final draft management plan to the Secretary of the Interior for publication in the **Federal Register** as a Notice of Proposed Rulemaking, followed by the usual public commentary period and publication of final Notice of Rulemaking.

The precedent for the management council that I am proposing is the long-established and highly effective fishery management councils created by the Congress, for the Pacific and Atlantic fisheries areas, in a cooperative endeavor between the States, local interests and the Department of Commerce. I served on the House Merchant Marine and Fisheries Committee at the time the fishery management councils were created and have followed their very successful record of accomplishment since then in managing these highly important, environmentally sensitive, and commercially significant resources. I believe the same model can be applied effectively to both Voyageurs National Park and the Boundary Waters Canoe Area.

When I have completed a draft of this initiative, I shall circulate it among all interested parties, locally and regionally, for their comments and recommendations. It would be my objective to have a bill ready for introduction when Congress reconvenes after Labor Day.

We need a common-sense approach to the management of VNP. This park is a treasure for the people who live in the region, and for the Nation as a whole. Congress should put an end to the wilderness debate and return Voyageurs Park to what it was intended to be: a year-round resource for boating, hiking, skiing, fishing, and snowmobiling.

Boundary Waters Canoe Area Wilderness:

The tranquility of the Boundary Waters Canoe Area contrasts sharply with the often rancorous debate that has characterized over its history. Voyageurs National Park was created for multiple use, in contrast to the Boundary Waters Canoe Area Wilderness (BWCAW) directly to the east, which was mostly designed for non-motorized use.

The 1978 BWCAW Act failed to include several common-sense solutions that are essential for a thriving tourism industry and maintaining a stable economy in northern Minnesota.

The closure of the mechanized portages has virtually eliminated wilderness access for the handicapped, the elderly, and families with young children. It was the intent of the original Act to *allow* motorized portages to connect the several lakes that are open to motorized water craft. We have only begun to see the adverse effects that closing the motorized portages has had on the local economy.

I ask unanimous consent to include in the hearing record a copy of the Supreme Court amicus brief that I submitted to the U.S. Supreme Court in May 1993, on behalf of the city of Ely in support of continued operation of the motorized portages.

I am drafting legislation to reopen the mechanized portages, make common-sense adjustments to the motorized use now permitted on lakes that are divided by the arbitrary wilderness boundary, and establish the Federal management committee described previously. Over the past several months, I have held extensive meetings and discussions, and received input from all in the region whose lives, lifestyles, and economic livelihoods are affected by the BWCAW.

The bill I am drafting will offer reasonable, practical changes to the BWCAW law, addressing portage access, motor use compatibility, and the management framework.

The Canadians, primarily the indigenous people, have used 25-horsepower motorboats on their side of Lac La Croix for decades, while motorboats of any kind are prohibited on the American side of Lac La Croix; this is unfair and should be changed to harmonize our use with theirs. The 25-horsepower limit that exists on most of Basswood Lake should be extended around United States Point, and the same limit should be set on Saganaga Lake. The 10-horsepower limit on motorboats that operate on Sea Gull Lake is due to expire on January 1, 1999; that use and the 10-horsepower restriction should be made permanent; the limit on Birch Lake should be reinstated.

Changes are necessary, but the beauty and the wilderness experience that the BWCAW offers must be preserved and treasured for future generations.

Mr. JAMES HANSEN. As is the custom in this type of hearing, we allow the members to give their opening statements. Then we turn to the panels. In this case, we have six panels that we are going to hear from with a number of witnesses.

It is almost impossible for us to get through this, and I hope we all got it out of our systems. I really enjoyed it here. It is fun to hear the strong feelings of folks, and I admire you for it. That is America.

In the business that we are in, we agree to disagree. We can have some very strong feelings with our colleagues, but that is just part of the way we do business in this area. I can see that here. We do not hate one another. We are all Americans. We are friends, but we disagree on some issues.

However, there is one issue I think we should agree on, and that is we want to be out of here before midnight. We are probably not going to make it if we have too much of this cheering and booing.

If you just cannot restrain yourself, cut loose, but would you hold it down just a little bit? It would sure be appreciated if you would.

Let me point out that we have in front of us, and I want everyone who is going to testify now to take a look at something. See right here on this little stand? There are three lights. One is green. That means start. One is yellow, just like a traffic light. That means wind it up. Red is stop.

If we are going to get through this, we would like to hear from all of you, and we would like to have that opportunity. We are not going to be able to do that, so we are going to have to limit you to four minutes each.

Also, we will limit the panel here that they cannot ask you questions for any longer than that. That seems fair because sometimes Congressmen and Senators have a way of getting a little too much, and go on and on.

Does the panel agree to that? The panel agrees and the witnesses agree. We can get through this thing.

We are not going to swear you in because this is an oversight hearing. There are no bills in front of us. This is an oversight hearing, so we will take it from that point.

Also, I would like to ask unanimous consent that Governor Carlson's letter be included in the record. Hearing no objection, so ordered.

Now, a lot of you are going to come up and say Mr. Chairman, I want to make my record and my statement brief, but I want the entire statement included in the record. So be it. I ask unanimous consent that every witness' entire statement be included in the record. Any objection? Hearing none, so ordered. You are taken care of.

Now let me expand that. In the event that one of you folks feels strongly about something that you want your written comment to go in the record and to be looked at and scrutinized by ourselves and by our staff, give it to us. We accept that under this same unanimous consent. You will get that in also.

[Due to the voluminous amount of comments sent to the committee, and due to the cost of printing, the submittals were placed in the subcommittee's archives.]

All of this will become part of the record, so do not feel you do not have a voice in it. This is America. America is where everyone has his say, but not everyone gets his way.

We will now start with the first panel. The first panel is Barbara West, Superintendent of Voyageurs National Park. She is accompanied by William Schenk. Mr. Schenk is Field Director, Midwest Area, National Park Service.

Superintendent. we will turn the time to you, and thank you for being with us.

STATEMENT OF BARBARA WEST, SUPERINTENDENT, VOYAGEURS NATIONAL PARK; ACCOMPANIED BY MR. WILLIAM W. SCHENK, FIELD DIRECTOR, MIDWEST AREA, NATIONAL PARK SERVICE

Ms. WEST. Thank you, Mr. Chairman. I am going to paraphrase my remarks.

Sitting there in the audience, I felt as if I was in a book. I read *Saving the Superior* a couple of weeks ago, and this could be Ely in 1952. These are issues that we are discussing today that did not start today and probably will not end today.

Voyageurs was first proposed as a national park in the 1890's. It was discussed repeatedly over the years. It was not until 1971 that it was actually established as a national park.

I think a lot of the controversy that is here today is related to the process by which those decisions were made. I think a lot of discussion took place about what would happen in Voyageurs National Park, and the Park Service has tried to be as true as we can to the written language of the statute that we were handed.

One of the things that that language in the statute said was we were to manage this as a national park. The standards that apply to the units of the national park as a whole also apply to Voyageurs National Park.

This is one of the most heavily motorized units of the National Park System. One-third of the area of the Park is open to snowmobile usage. Motorboats are allowed on all but four major lakes with no restrictions on party size or numbers or horsepower. We have 13 interior lakes that are suitable for floatplane use. Seven of those are available for floatplanes, and six are not.

What we are trying to do is provide a balanced spectrum of recreational opportunities so that one use does not dominate to the exclusion of others, so that people who come to national parks to seek silence, to seek solitude, to seek the kinds of northern Minnesota experiences that we have all had here can do that and that people who want to fish and people who want to recreate on snow machines or whatever can do that as well.

One of the things I have been struck with in flying over this park is how incredibly small it is. It is only 218,000 acres. It is the only 218,000 acres in northern Minnesota that is absolutely closed to hunting. The only one. Every place else in northern Minnesota hunting is available.

There are something like 15,000 miles of snowmobile trails in northern Minnesota. We provide 110 miles of snowmobile broom trail. We also have an 11-mile snowmobile trail through the Kabetogama Peninsula. We think that we are providing balanced access. We think we are providing for as few restrictions as possible.

There are no reservations required in this park. You can camp at large. There are no restrictions on where houseboats may moor except at tent camping sites. What we have tried to do is provide for a multiplicity of uses, but those uses cannot by definition be unregulated uses.

I think that there are times when those national standards that are applicable to parks as a whole come in conflict with local ideas about how things should be managed.

I would like to end by saying that one of the real difficulties in this process has been the "demonization" of the Park Service and our employees. I have never met a finer staff than I have at Voyageurs. They put on a hell of a party last night that many of the people in the community came to.

I am proud to be associated with Voyageurs, and I am proud to be associated with the staff of Voyageurs National Park.

[The prepared statement of Ms. West can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you.

Mr. Schenk, if you want to take your four minutes?

Mr. SCHENK. Mr. Chairman, I have no prepared remarks. I would not want to top what Barbara has just related to the group here and am available to respond to questions that the folks may have for us today.

Mr. JAMES HANSEN. Thank you.

Senator Grams.

Senator GRAMS. Thank you very much, Mr. Chairman. Barbara, it is nice seeing you again. Mr. Schenk, thank you very much for being here today.

First, I think some of the big concerns and why some of these questions have continued to fester over the years is concerns about what the Park started out to be and what it is today.

I just want to ask, Barbara, what were the original land use intents of the Voyageurs and Boundary Waters areas?

Ms. WEST. I cannot speak to the Boundary Waters. All I can say is that what I learned is that you look to the statute for your instruction.

The statute says that we are to manage it for the inspiration and enjoyment of the people, that we are to leave it unimpaired for future generations and that we are to make provisions for snowmobiles and floatplanes, which we have done. I feel as if the statute is what guided us and continues to guide us.

Senator GRAMS. So you would then say that the National Park Service and the U.S. Forest Service have lived up to their charge and the intent?

Ms. WEST. I cannot speak to the Forest Service, Mr. Grams.

Senator GRAMS. But for the National Park Service?

Ms. WEST. I believe that the National Park Service has. Yes, sir.

Senator GRAMS. I just wanted to ask a question because you talked about being managed as a national park, but a lot instead believe that it is being managed closer to a wilderness designation, thereby restricting or denying the access. Would you speak to that issue or those concerns?

Ms. WEST. I tried to address access in my remarks. Every shoreline inch of this park is open to motorized access. Seventy thousand acres of this park of 218,000 are open to use by snowmobiles. I do not believe that we are erring on the side of underuse.

We are also to manage wildlife populations unimpaired. We are also to provide those recreational activities that do not involve motors. We have only four and one-half miles of hiking trail in the Park. We have fewer than 15 miles of cross country ski trail.

If there is anything I would like to do, it is to expand the nonmotorized uses in the Park rather than the motorized.

Senator GRAMS. Barbara, earlier in some of the opening testimony by the panel the word "destroy" was used and that somehow use was going to destroy the Park itself.

Do you believe that responsible use of Voyageurs will destroy Voyageurs Park, and by that I mean greater access to the Park?

Ms. WEST. I am not exactly sure what you mean by greater access. If we get a lot more people using the Park at the rate at which people are using it today, I do not believe we can maintain its resources unimpaired.

The people who use the Park are generally responsible, but we only have two people to clean campsites, one for the Namakan District and one for the Rainy Lake District. We get a lot of use. A lot of people enjoy this park. Overuse in the long run will be a greater conflict than access, in my view.

Senator GRAMS. Your testimony talks about trying to work with an open mind and make sure you balance access with management.

The concern of many of the local people is not that they cannot provide input to the National Park Service, but, on the other hand, that the National Park Service actually does not listen to their concerns or take those concerns into consideration when making the decisions regarding the Park.

How would you intend to make the local people and the governments more involved in the decisionmaking process? I am speaking from their behalf feeling that they can say a lot, but they do not get heard.

Ms. WEST. One of the things that I was really surprised about is when I called Larry Chisek, who is the Chairman of the Koochiching County Commission, he told me that I was only the second national park superintendent that had called him, and the last one wanted something. They wanted a road.

That is not the way I do business. I have tried since I arrived here two months ago to meet with anybody any place any time about issues related to the Park. Larry and I talked last night at our open house about how we are going to go about dealing with one another. My feeling is that if I say we are going to do X, Y and Z, that does not involve Koochiching County or does not involve St. Louis County.

I want to sit down with them and find out how they want to be involved with us. I think it can be a mutual process.

Senator GRAMS. Quickly, Barbara, before my time runs out, the Park was directed or has been urged by Congress over the last 20 years by congressional mandates to complete a visitor use and also a wilderness study for the Park. Have they been done yet?

Ms. WEST. The wilderness study plan was completed under Court Order.

Senator GRAMS. And the visitor use?

Ms. WEST. Yes. The visitor use plan was authorized, but the money was never appropriated for it.

We did a survey this summer of visitors. The data has just started to come in, and we would like to sit down with folks to the extent that we can within current budget constraints and work on a visitor-use management plan with that money.

In the absence of appropriations, it is very difficult to stretch the money.

Senator GRAMS. I will just say appropriations have gone up about 50 percent, and use has gone down about 10 percent.

Ms. WEST. I do not believe use has gone down, sir.

Senator GRAMS. It is 10 percent according to some numbers I got.

Ms. WEST. Not according to the official National Park Service statistics.

Mr. JAMES HANSEN. Thank you, Senator Grams.

Congressman Vento.

Mr. VENTO. Superintendent West is new here and has just been here for a couple of months, so it is hard to talk about it, but the real question is one of the allegations and suggestions—there are a lot of statements that have been made, and I just wanted to know whether they are true or false. You read these things, and it obviously suggests a certain inconsiderate activity.

What is the nature of collaboration between the Park Service and the local governments? Is it not true that the Park Service has joint jurisdiction with the local law enforcement agencies in Koochiching County and that they are working with them and have done so for a long time? Is that correct?

Ms. WEST. Yes, sir.

Mr. VENTO. You work with the Department of Natural Resources in terms of fish and wildlife management in the Park?

Ms. WEST. Yes, sir.

Mr. VENTO. There is generally a lot of discussion in terms of how the roads are developed and so forth in and around the Park and you have ongoing responsibilities in terms of construction and alignment with existing county and other State roads? Is that correct?

Ms. WEST. Yes, sir.

Mr. VENTO. And so your view and my view is that your job does not stop at the Park boundary, but that it goes out and there are transboundary issues that you need to address in that what happens outside the Park affects what goes on and that you have met and counseled with the Citizens' Council of Voyageurs National Park, which is a State appointed group that many residents are well aware of in this area and many are well represented on? In fact, they are represented eight to five on that particular citizens council.

Do you meet with them? Have you met with them? Are you aware of them?

Ms. WEST. Yes, sir.

Mr. VENTO. Have past superintendents met with them?

Ms. WEST. Yes. We meet with them on a quarterly basis, I believe.

Mr. VENTO. I think the question that we all have to ask ourselves is that in effect one more advisory council?

Do you have other advisory groups that you meet with here? Do you have a cooperating cultural historic association that you work with?

Ms. WEST. Yes, the Lake States Interpretive Association.

Mr. VENTO. You have volunteers. This morning I met one by the name of Maurice Perkins, who does a voyageur interpretive program.

Ms. WEST. Yes.

Mr. VENTO. You mentioned that the Rainy Lake College has donated canoes that are used and that you have free use of canoes.

There is no charge, incidentally, Mr. Chairman, for the entry into this park. There is no charge for the use of campsites. There is no

charge for the use of canoes. All of that is provided without cost. Is that right, Ms. West?

Ms. WEST. Yes, sir.

Mr. VENTO. And on a reservation basis.

There have been other statements that have been more provocative. Do you have any recollection or experience or record of any National Park Service member or law enforcement officer with law enforcement training that has taken out and used their gun in the apprehension of individuals in this park or brandished that gun in front of visitors that are at campsites who have approached them unannounced with a gun?

Ms. WEST. No, sir.

Mr. VENTO. What is your experience exactly with that? Have you any record of that happening? Is it required to have a record of that?

Ms. WEST. Yes. Under Federal law enforcement guidelines, we are required to file an incident report if a Federal law enforcement official unholsters his gun.

Mr. VENTO. Unholsters his gun. And you have no such record of that having happened in Voyageurs?

Ms. WEST. That is correct.

Mr. VENTO. No such record of that happening.

One of the questions here, and I told my good friend, Congressman Oberstar, I was going to ask this question, is that there is a limit on the number of houseboats or other boats that can come into Voyageurs National Park.

Is there any such limit on the number of houseboats that you regulate with regards to coming into this park?

Ms. WEST. We do not regulate the houseboats at all.

Mr. VENTO. Is there any limit?

Ms. WEST. No.

Mr. VENTO. There is no limit on the number of houseboats.

There are, of course, and I would quickly add, a limit to the number of constructed sites that houseboats and, for that matter, other boats can moor or tie up in the Park, is there not, Barbara?

Ms. WEST. That is correct.

Mr. VENTO. And what are the limits in terms of those types of sites, money?

Ms. WEST. That is right. We construct about 15 a year. That is all we can afford.

Mr. VENTO. So it is a question of how much money there is to construct this.

I might say with regards to Voyageurs that the Federal Government has not forgotten about you. We have spent about $16 million. Congressman Oberstar has worked hard, and I have been happy to join with him, in terms of trying to get money.

There have been a lot of dollars spent, and this has been pointed out—$45 million—on the end holdings. Those are benefits that are going to accrue in the future as the residents with lifetime tenancy or set tenancy or obviously as attrition takes place there.

Does the National Park Service, Ms. West, prohibit floatplanes from landing or taking off within the Park?

Ms. WEST. There are six lakes interiorly.

Mr. VENTO. It does not prohibit them, but it limits them? Is that correct?

Ms. WEST. There are six lakes where floatplanes are not permitted to land. Every place else in the Park they may land.

Mr. VENTO. Six lakes. Are these the large lakes?

Ms. WEST. No. The large lakes are all open to floatplane use.

Mr. VENTO. Does the National Park Service prohibit pets within the Park?

Ms. WEST. No, sir, we do not. We just ask that people keep them on a leash.

Mr. VENTO. In fact, we saw one on a houseboat this morning that was not leashed, and it does not have to be on a houseboat, right?

Ms. WEST. No, sir.

Mr. VENTO. Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you.

Senator Wellstone.

Senator WELLSTONE. Thank you.

Superintendent, I actually wanted to just restrict myself to one or two questions because some of my other colleagues have covered some of the ground.

There is one thing I would like to get to the bottom of. I think Senator Grams said something to the effect that the Park Service wants to keep Superintendent West from improving communications. I just heard that this morning, and I want to know whether that is true.

Ms. WEST. That is the first time I had heard it, too.

Senator WELLSTONE. OK. Let me go on.

There was a part of your testimony that you did not get to give because you kept within four minutes. I think it might be some of the most important parts of your testimony or might be the most important part.

I quote, "The other source of controversy is us, the staff and management of Voyageurs National Park. We have gotten a clear message that citizens in the community feel they have not had enough say in the decisionmaking process for the management of the Park." Then you go on.

Now, you did not say that this should not be a national park. That is not the position you are taking, but you did say look, it is not as if people in the community have not raised some legitimate questions, and I want as the superintendent to have a very different kind of partnership. If there has been a lack of communication and people have felt there are some problems and they felt there has been too much arbitrariness, I want to work with people in the community.

Could you spell out a little bit of your plan to do that?

Ms. WEST. Well, I think one of the things that happens to Federal bureaucrats is that we get caught up in the procedures that we are required to comply with by law.

Rather than sitting down and talking in an informal way with local people, we have a tendency to prepare draft plans and then ask somebody for their comments on them. I do not think that works very well. That has proved not to be a very successful strategy here.

What we would like to do is work with St. Louis and Koochiching Counties on memorandums of understanding on how we relate to one another. Maybe that will end up being summit meetings four times a year or something like that. It will depend on what they want to do.

We also want to have citizen forums to deal with issues that are of concern to us that are also of concern to the people. One of the issues that we might want to raise in this one is we have regular monitoring of water quality in the Park. Under State law, you have to have three exceedences of a water quality standard before you close a beach.

People would not necessarily know that there has been any bacterial contamination if you had two weeks in a row. Would the county like for us to notify people? Do people want to know that there have been exceedences of E-coli in a beach area? Those are the kinds of things that we want to work with the county on.

In addition to citizen forums on issues of concern and memorandums of understanding, we want to expand the partnership programs that we have. Our chief naturalist, Bill Gardner, has been just a genius in finding people who will come to Voyageurs and work for free. As a consequence, we have about 20 people who volunteer their services and time at Voyageurs. We want to expand those partnerships with others.

Senator WELLSTONE. Mr. Chairman and colleagues, I am about out of time. I wanted to give the superintendent an opportunity to respond.

It does seem to me, and again I do not believe that this deals necessarily with *all* the issues that people care about for sure, but I do think it is important to establish as a part of the record that while you are fiercely proud of your work, and you should be because otherwise why would you be a superintendent, that you just came here, too. Some of what we are dealing with is a past that is not your past.

It is not as if you are saying as superintendent today listen, I am shutting the people in the community out. I do not think people have any legitimate issues here. I do not think there have been any problems. You are not saying that, and I want to make that a part of the record. I think that is going to be appreciated by people as at least a very important step.

I thank the Chair.

Mr. JAMES HANSEN. Congressman Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman. I will be brief.

I want to say to Superintendent West that you are a breath of fresh air up here. They will probably make a statute to you. Words like communicate, partnership, cooperate on resource management, water levels, citizen forums. We want people in the community and from the Park to learn to see one another as people who work together to solve problems. Those are words people on the borderland have not heard in a long time up here in conjunction with Voyageurs National Park. You really can make a difference.

Thank you for your cooperative spirit. Keep up your good work. We are going to help you with some changes in the legislation. That is what we are going to do.

Mr. JAMES HANSEN. Superintendent West, in my four minutes just let me ask this. We are reviewing all the parks now. We are looking at a lot of them. We hear a lot of wild tales floating around about what we supposedly said or did not say in committees. We will lay that aside.

I have noticed in reviewing your budget that from 1988 to 1995 it has gone up 57 percent, but the amount of visitation has dropped off. What was the money used for, may I ask?

Ms. WEST. I do not believe our visitation has dropped. My figures indicate that we went from 232,000 in 1989 to 250,000 estimated for this year.

Mr. JAMES HANSEN. I possibly could be mistaken on that. We have in our records that you dropped by 10,000 persons in 1994.

Ms. WEST. I think that there were a number of line items that were added into the budget for specific construction projects.

Mr. JAMES HANSEN. Maybe you could submit to us what those would be, those construction projects.

Ms. WEST. There is a road project that we have.

Mr. JAMES HANSEN. You do not need to bother to rattle them off. If you would not mind submitting that, I would really appreciate it. If you would do that, we will take a look at it.

Ms. WEST. OK.

Mr. JAMES HANSEN. Thank you.

I will yield the balance of my time to Senator Grams.

Senator GRAMS. Barbara, I just wanted to take off on what Chairman Hansen just talked about, and that is the budget.

We have numbers here that from 1988 through 1995 it did increase 57 percent, which is well ahead of the rate of inflation. I know I have talked to Park Service personnel and others, and when you talk about the estimated numbers for 1995, are you very confident in those numbers?

I have heard that these are counted at three different spots, and you really do not have a good handle on those numbers. Would you stand by these numbers as being accurate or some question?

Ms. WEST. Let's put it this way. We have used the same methodology to count visitors since 1983. It indicates that we have gone from 164,000 to 250,000 this year. Using the same method of counting, that is how we got there.

Do I feel as if I could stand behind these numbers like they were perfect? No. The reason why is there are so many different ways in which to access this park. We have no central entrance station. We have no way to figure out how many people are in each boat.

Our park pilot, who has been here for almost 20 years, has used the same methods for counting repeatedly. This is a science or whatever that I am not fully cognizant of.

There are three different methods by which they count visitors. One is visitor recreation days, which is the equivalent of 24 hours; there are visits, which is how many times anybody comes; and then there are visitors. The middle figure is the one we have been using, which is the visitors.

Our information that we collected this summer indicates that about half of our visitors are first-time visitors, about one-quarter are local and about one-quarter are regional.

Senator GRAMS. Barbara, before I run out of time I want to end this line of questioning.

You indicated that the Park Service does not have the funding for the comprehensive visitor use study which has been urged and in some cases mandated by Congress. If funding was appropriated for this purpose, would the Park Service definitely conduct the study and when?

Ms. WEST. You bet.

Senator GRAMS. When, as soon as it was there?

Ms. WEST. Give me the money, and we can get it done.

Senator GRAMS. I think that would answer a lot of questions. Thanks very much, Barbara.

Mr. JAMES HANSEN. Thank you, Superintendent West and Mr. Schenk. We appreciate you being with us this morning. We will excuse you, and thank you for your testimony. We look forward to that additional information that you are going to get us.

Ms. WEST. Thank you very much.

Mr. SCHENK. Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you.

Our next panel is Speaker of the House, Irv Anderson, of the Minnesota State House; State Senator Bob Lessard; Commissioner Wade Pavleck; and Mr. David Dill. If these gentlemen would all come forward, we would appreciate it.

Mr. Speaker, welcome. In my prior life I was Speaker of the House in Utah. I have great respect for your position and will recognize you first and just go down the line if that is all right.

Mr. IRV ANDERSON. Thank you very much, Mr. Chairman. May I just make one comment before you turn on the light?

Mr. JAMES HANSEN. Surely.

Mr. IRV ANDERSON. I watched my watch while you people were making your opening statements. It took the five of you 45 minutes, which is an average of nine minutes apiece.

Mr. JAMES HANSEN. That is one of the things that Congress reserves to itself. One thing is the right for opening statements and second is the right to whisper while you are talking.

Mr. IRV ANDERSON. Mr. Chairman, in the Minnesota House we do not limit their testimony. We encourage it. We believe that is real openness in government.

Mr. JAMES HANSEN. I agree with you. We try to do that in Utah.

We turn to you, Mr. Speaker.

STATEMENT OF SPEAKER IRV ANDERSON, MINNESOTA STATE HOUSE

Mr. IRV ANDERSON. Good morning and thank you. This hearing is good and timely. It comes approximately 25 years after Voyageurs was established, so it is good to review the promises made when the Park opened and to evaluate its operation.

I am addressing you today not as the Speaker of the House, but as a local legislator from northern Minnesota concerned about the economy and the future of our area. In our area, tourism is a major industry. When Voyageurs National Park was established, we were told it would bring significant economic benefits and millions of additional dollars to our area. That has not happened, but I believe it can happen with a change in management.

The Park Service has not promoted nor managed the Park as well as it could have. Minnesotans living 100 miles away in my legislative district do not even know where Voyageurs National Park is, and they do not know what it offers. Voyageurs is the nation's and even Minnesota's best kept secret. Why is that? Because they have failed to benefit from legitimate local and State concerns and suggestions.

The National Park Service even in 1971 had a history of ignoring local and State concerns and input by labeling all input as local controversy. To attempt to prevent this, in 1975 I authored legislation creating the Citizens' Council. This council was the first of its kind in the nation.

The members are appointed at large from the affected counties, St. Louis and Koochiching, by the Governor with two legislators each from the Senate and the House. The council was created to assure that a forum be provided for legitimate local and State concerns about the management of the Park. The council's membership has changed under Republican and Democratic Governors, but their legitimate concerns have not changed.

This council, not the National Park Service, originally promoted the concept of reviewing the water level curve. This concept today has international, Canadian and statewide support. Clearly, the 1970 International Joint Commission rule curve on all major lakes in the Park has affected the fishery, wildlife and recreation.

In addition, the council, through non-partisanship, just as meritoriously and prudently opposed wilderness designation, supported an on land snowmobile trail through key lakes to Kettle Falls, supported making certain lakes accessible to floatplanes and supported a visitor use and facility plan required by Federal law in the Park.

These are all legitimate concerns that have either been ignored or stonewalled by the National Park Service that has created the turmoil that brings us here today.

An example of this stonewalling occurs with floatplanes. After hearings in 1977, floatplane use was acknowledged as a legal activity by the Park Service on certain lakes. In 1995, under a new park superintendent, that usage was determined to be illegal. This interpretation of the law is probably correct, but why wasn't that dealt with by previous park superintendents before now?

Local residents and State and local governments do not play a significant role in policymaking. We are asked to react to decisions, not to help make them. For example, comments in favor of a snowmobile trail and against wilderness designation on the Kabetogama Peninsula were simply ignored, even though testimony given at all three public hearings, including one in the Twin Cities, favored that approach.

Plans for a biosphere reserve continue, despite local and statewide opposition. It seems park superintendents use this issue to continue the controversy around Voyageurs.

For 25 years, under Republic and Democratic administrations, the Park Service has operated with no real involvement by the citizens, by local units of government or by the State of Minnesota.

What will make Voyageurs National Park successful and enable it to fulfill the promises made in 1971? Keeping Voyageurs as a national park allows the area to keep a high profile for tourism pro-

motion, but the method of Park Service management must be changed to include actual decisionmaking input from local and State interests.

Abolishing the national park would require State lands donated for the parks be returned to Minnesota under a 1971 State law. The State already has concurrent jurisdiction over waters in the Park. This was confirmed in the passage of a law in the 1995 legislative session.

We should return to the original intent of Voyageurs being a park with recreational uses, not just a wilderness preserve. This intention was clear in the 1971 enabling Act, which states in its preamble that the Park is for the "enjoyment of the present and future generations."

Likewise, Section 303 of the Act requires, "appropriate provisions for...snowmobiles...seaplanes...and all types of watercraft." Why else were these provisions included in the Federal enabling legislation?

We need better communication between managers and citizens. Poor communication has led to a lack of local support. Why is Voyageurs not an economic tool and an educational resource with a conference center or an interpretive center just as St. Paul's planned new science museum to be a focus for economic development?

We must integrate Voyageurs more fully into local and State tourism promotion. The State highway map has only one small notation at the location. The Park is not mentioned in State promotional material on the map, and there is no inset on the map of the Park. I will be contacting the Minnesota Department of Transportation about this, but the lack of mention on the State map indicates a lack of State support for the Park.

Nor have Minnesota's corporate citizens supported the Park. In a 1968 article, Curt Carlson, who owns Radisson Hotels, called establishing Voyageurs the "first bold step" in reviving Minnesota's tourist industry, yet it seems that once the fight to establish the Park succeeded, the Park was forgotten.

How can we help Voyageurs live up to the promises of 25 years ago? I believe a Federal/State/local partnership can successfully manage the Park. This partnership would involve Federal funding with State and local involvement in management. The partnership structure would answer the concerns and problems evident in the current management of the Park.

Innovative? Yes. Never before tried? Yes, but that is what is called for today—innovation and cooperation between units of government. Voyageurs would be fully integrated into Minnesota's tourism promotion program, which will increase visitor counts and, therefore, the economic impact of the Park.

Voyageurs can benefit from Minnesota's proven system of public land management. Our methods have been a model for other States, and I believe a new type of management can effectively run the Park.

Minnesota has created local level management groups to create management plans for Minnesota rivers. These groups have created plans that allow for preservation, while accommodating local common sense.

Strong involvement of local interests in management of Voyageurs will reduce friction between park management and citizens. Without new management and without State and local input, I believe Voyageurs National Park is doomed to insignificance.

I invite you to work with us to create a successful future for Voyageurs National Park and the surrounding region. By working together, we can make Voyageurs one of the crown jewels of our public recreation system. We look to Congress to initiate changes in the management of Voyageurs.

Let me say one thing about fees. When the discussion took place about Voyageurs National Park, it was promised that fees would never be a part of Voyageurs National Park. I do not have that information with me today, but I have a voluminous file in my home. I can find that information should it ever be needed.

It is time for innovation and experimentation. New management with Federal funding is, in my opinion, the key to success for Voyageurs National Park.

Thank you.

[The prepared statement of Mr. Anderson can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you.

I gave the Speaker an additional two minutes, so if any of you others want two minutes, I do not want to discriminate.

Senator.

STATEMENT OF STATE SENATOR BOB LESSARD, MINNESOTA STATE SENATE

Senator LESSARD. Thank you, Mr. Chairman and members of the committee. Let me welcome you to the Falls. We are very pleased to have you here.

My name is Bob Lessard, and I am a member of the Minnesota Senate and Chairman of the Senate Environment and Natural Resources Committee in the State of Minnesota, Minnesota Senate.

I am not here to speak as was Representative Anderson. I am speaking here as a local resident who has had to live with the National Park Service management policies, as a landowner adjacent to the Voyageurs National Park and as a fishing guide and a tour boat operator on Rainy Lake. I think I speak for a lot of other people who adjoin the Park in my remarks.

I have been guiding since I was 12 years old, and my entire life has been devoted to the outdoors. The reason I ran for public office 20 years ago and the reason that I still serve in the Minnesota Senate today is because of these issues which this joint committee will hopefully address.

I am one of those that believe that Voyageurs National Park should never have been designated a national park in the first place, but rather it should have been a national recreational area. Let me explain.

From its inception, we in northern Minnesota were told by the National Park Service and its supporters that the designation of Voyageurs as a national park would be an economic boom for northern Minnesota. Unfortunately, what has happened is that after 20 years we still have not realized even a fraction of the visitor use or economic benefits that were predicted when the Federal

Government tried to sell us on the notion that this park would be good for us.

Incidentally, that has been spelled out in the State statutes, which I do not have time to read in the interest of brevity. As a matter of fact, the visitor use has at this park been so dismal that in 1982, then director of the National Park Service, Russ Dickinson, proposed Voyageurs National Park as a pilot project for increased Federal cooperation and attention to develop its outdoor recreation potentials.

The exact opposite has happened. Instead, with each passing year since designation came more and more regulations restricting public use and more and more proposals for lockout of traditional uses of the Park.

The Park Service is still pushing for a wilderness designation of a large segment of the Park, notwithstanding the fact that this is a proposal so bad that even former Governor Elmer L. Anderson, who is known as the father of the Voyageurs National Park, opposed this proposal.

It comes to one thing that we found out in this area. This Park Service as they are managing the Voyageurs National Park has never seen a restriction on public use and enjoyment on recreation uses they did not like.

Now, this is what is happening with the press. The press and some legislators are saying and would have you believe that we want to open up the Park for logging and mining. I have seen that. My phone has been ringing off the hook. That is not true.

They would have you believe that we want the Park ground up for wall to wall commercial development. That is not true. They would have you believe that we want the Park and its pristine shorelines trampled by people without regard to maintaining its essential pristine character. That also is not true.

They would have you believe that we want to ruin the management of the Park. Not true. We are simply asking for policies which will better realize the forecast for recreational uses which they and others used to sell us on the park designation some 20 years ago.

The fact is that the management of this park has lacked common sense. Worse, management has been very contrary to the very rhetoric used by park supporters to secure its designation.

Members of the committee, imagine for a moment that if you were in charge of managing a recreational area called a park and after 20 years the public use was a fraction of what it was predicted.

Would you A) Choose to expand public use opportunities to year-round recreational activities, expand the range and diversity of permitted recreational activities and encourage public use and enjoyment?

Or, would you B) choose to add new restrictions on public use year after year, further restrict accessibility, further restrict allowable recreational activities and further restrict recreational uses which are so popular with the public?

Unfortunately, the National Park Service has chosen Option B, and they have been pursuing it unabated for 20 years. It just simply does not make any sense.

I know all the rhetoric and that all the people get excited about this type of thing, but what we need is to listen to some of the local people that are living with it, contrary to what some say. I know it is a state-wide park, but we live with it. We are not here to dirty our own nest.

What we need to do is upgrade the true value of the area, and this is my opinion. I know what the press is saying. I would love to see it designated as a national recreational area, which would protect the natural characteristics, but allow for more diverse recreational use, including hunting. We need a new management plan for the area, and we need new management.

Mr. Chairman, I would hope that these are some suggestions we can send back with you to Washington. I want to thank you. We have waited a long time, and we appreciate again your attendance.

[The prepared statement of Senator Lessard can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you.

Commissioner, we will turn the time to you. We appreciate your being here.

STATEMENT OF WADE PAVLECK, COMMISSIONER, KOOCHICHING COUNTY BOARD OF COMMISSIONERS

Commissioner PAVLECK. I see my colleagues make the best use of four minutes. I do not know if I can top that.

Welcome on behalf of Koochiching County Board, gentlemen. We appreciate your coming up here and listening to our concerns.

My name is Commissioner Wade Pavleck, representing the Koochiching County Board of Commissioners and on whose behalf I will be testifying here today.

There has been disagreement and discussion over the issues relative to the land and water encompassed by Voyageurs National Park from its inception. This debate has become intense with the announcement of congressional hearings, as you may have noticed, and from these debates emerged issues that we feel clearly need to be addressed. I will attempt to highlight some of these issues and the positions of my Board in my brief testimony here today.

On the issue of park status, the Board believes that the land now encompassed by Voyageurs National Park should remain public land. We would oppose any action to return those lands to private ownership for development.

As to the question of the land remaining under the umbrella of the National Park System or becoming part of some other management organization, the Koochiching County Board is committed to cooperation and a positive working relationship with regard to propitious decisions made by Congress in terms of park management.

However, it must be noted that Koochiching County does not have the financial resources to absorb mandates without funding, and I know you have heard a lot about that. We will not overextend the financial resources of our citizens.

The County Board opposes designation of Voyageurs National Park in its entirety as a wilderness area pursuant to the 1964 Wilderness Act, although we clearly understand the need for restrictions and limited uses in specific instances in order to manage the Park in a responsible and effective manner.

We believe that the legislative intent was not to designate the Park as a wilderness area. We believe the area would be better managed through a comprehensive planning process, which would allow for much broader input.

The County Board views as a fundamental flaw failure of the National Park Service to execute a comprehensive visitor use and facilities plan. This was required by Public Law 97–405, Section C, Subsection B, of the Ninety-Seventh Congress back in January of 1983.

The statute mandates that the Interior Secretary, "shall, in cooperation with other Federal, State and local governmental entities and private entities experienced in the fields of outdoor recreation and visitor services, develop and implement a comprehensive plan for visitor use and overnight visitor facilities for the Park."

It seemed clear to us then that Congress intended at that time that State and local government play a role in the planning and management of this park. We believe that this will best be accomplished or could best be accomplished by negotiating memorandums of understanding or similar written documents on items such as management, planning, law enforcement, maintenance and many other items.

Koochiching County has learned over the years that it is important to maintain ongoing dialog and shared services with other units of government to obtain monetary benefits, increased efficiency and avoiding unnecessary conflicts.

In conclusion, the County Board of Commissioners are interested in opening the lines of communication with all parties involved in today's hearings. We are hopeful these congressional hearings are the beginning of a joint decisionmaking venture with the Federal, State and county governments, the National Park Service and, most important, the citizens of this country.

Thank you.

[The prepared statement of Mr. Pavleck can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Commissioner. We appreciate it.

Mr. David Dill is recognized.

STATEMENT OF DAVID DILL, CITIZENS' COUNCIL ON VOYAGEURS NATIONAL PARK

Mr. DILL. Welcome. We are glad to have you here.

I am a member of the Citizens' Council on Voyageurs National Park. Each and every one of you has always made your offices open to us over in Washington, and we have always met when you came to our district. We appreciate the ability to communicate with our Federal legislators. Thank you very much.

The 17-member Citizens' Council on Voyageurs National Park is a commission created by the Minnesota legislature at the time of the establishment of Voyageurs National Park. The council consists of 13 members appointed by the Governor of Minnesota, four from Koochiching County, four from St. Louis County and five from other areas of the State, and four members of the Minnesota legislature.

The purpose of the council is to hear citizen input, research, study and make recommendations on matters which affect Voya-

geurs National Park to the National Park Service and other governmental agencies.

Since its inception, the Citizens' Council has held hundreds of open public meetings to discuss important issues related to Voyageurs National Park. Specifically relative to the issues before this hearing, approximately 40 organizations and individuals have expressed their views in person or in writing to the Citizens' Council at recent meetings.

Council members have participated in informational meetings that were held in International Falls with Senators Grams and Wellstone and Congressman Oberstar. Thank you for those meetings. It has been very helpful.

The Citizens' Council, after extensive study and review of the issues and concerns relating to the management of recreational use and public access at Voyageurs, makes the following recommendations to this Subcommittee, both the House and the Senate:

The Citizens' Council supports maintaining Voyageurs National Park as a national park within the National Park System, but we support that without any wilderness designation by Congress. That is very strong and has been very strongly given to us at our meetings.

The Citizens' Council respectfully urges Congress to recognize that the Code of Federal Regulations does not accommodate the unique aspects of each national park unit of the National Park Service. Many rules and regulations are not applicable to individual parks such as Voyageurs and should not be implemented.

The Citizens' Council is critical of the seemingly arbitrary rule implementation which takes place by Voyageurs National Park staff which has created confusion, controversy and animosity amongst the users and visitors of this park.

The Citizens' Council requests that Congress and the National Park Service use the council as an advisory board for the purpose of reviewing proposed rules for implementation and operation of Voyageurs National Park and to increase the park management's responsiveness to national, State and local concerns.

The role of the Citizens' Council was originally envisioned in the Voyageurs National Park mast plan in 1970 on Page 8 of that plan. I quote, "...the Governor's Committee for the Management of Voyageurs National Park will serve as a clearinghouse for information and regional services and facilities."

Gentlemen, I can tell you that our Citizens' Council has been purely reactionary to Park Service decisions based on their rules. We have not been on the front of this process. We are on the back of this process and seem to get into a moderator's role.

We are behind Congressman Oberstar's direction that we need to have some decisionmaking power in the beginning of this process rather than at the end of this process.

Water level management has a profound effect on the management of Voyageurs National Park for recreational use and public access. Whether this park is a park, a national park, a State park or back to where it was when we came here when I originally came here, water levels are the number one problem in this area, this national park.

I would like to thank Senators Grams and Wellstone for working with us recently and providing for some short term relief to a long-term problem that we have been enduring. We are hoping that you will move forward with the IJC in the future to support the Rainy Lake and Namakan Water Level Steering Committee's 1993 final report to change the water level management in Canada, as well as the United States and in the national park.

In conclusion, we believe that legislation is going to be necessary to make this all happen. Legislation may be required to initiate the above recommendations, and I want to specifically say that we believe that legislation is required to repeal the Executive Order relating to wilderness as stated in Congressman Oberstar's bill, H.R. 1310.

The Citizens' Council does not support designated wilderness. We have heard from the State. We have made that determination. We do not support designated wilderness.

The Citizens' Council further expects to be a participant in any and all legislative or administrative actions regarding the management and operation of Voyageurs National Park.

That is our statement. Thank you for coming here, and thank you for sharing your time with us. I am sure you would like to be out in Utah today. Thank you.

[The prepared statement of Mr. Dill can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Dill. We appreciate your comments.

I allowed a number of the individuals on this panel to go over just a wee bit, but I am not inclined to do that with the panel over here. Is that all right with everybody? We will hold this group to four minutes, and we will start with Senator Grams.

Senator GRAMS. Thank you very much, and thank you again, gentlemen, for being here.

Speaker Anderson, and I would like to address the first question to you, but I also want to thank you and Senator Lessard and Doug Johnson and Mr. Bakk for their help and support in putting these hearings together to be held here today. I want to acknowledge that, and I appreciate your help and support.

Mr. Anderson, there has been some testimony or at least some copy that has said that the opposition to the Park today is the same opposition that was there 20-plus years ago. I know you were a strong supporter of the Park years ago but now have some questions regarding the management of the Park. What has changed your mind over the period of time regarding the Park, its use and its management?

Mr. IRV ANDERSON. Let me first of all say that Irv Anderson has been one of the strongest supports of Voyageurs National Park. I co-authored the State bill.

Over the years, as Chairman of the Citizens' Council on Voyageurs National Park we went to Washington, DC, and asked for Federal appropriations of money. We were successful in that.

All during that period of time while we were asking for development of the Park, we were also very critical of its management style. We do not ever seem to be able to get that changed.

You ask why there is change in the opposition to the Park today. I think it is basically over that same system. In my testimony I told you how they held the three hearings in International Falls, Orr and St. Paul, Minnesota. There was overwhelming testimony against wilderness and forest snowmobile use. What did they do? They did not change one aspect of their proposal.

That is what is turning people off, and that is what is turning people off all over this country when bureaucrats come in and say this is the way it is going to be and citizens do not have any input into it. That is basically what is wrong.

Senator GRAMS. I will just say, Mr. Anderson, we will be eager to work with you in hopefully addressing those concerns in this joint effort in establishing the management of the Park.

Senator Lessard, it is my understanding, and I have asked Superintendent West this, but the intent of the use of the Park which gained support years ago seems to have changed in a lot of people's minds, as Speaker Anderson has just mentioned.

It is my understanding that the original legislation for Voyageurs would have authorized hunting, which, of course, is a major tradition in the State of Minnesota.

At the present time, hunting is permitted in over 40 areas that are managed by the National Park Service. In fact, just last year Congress established a new National Park Service area which permits hunting. Would it be a workable idea for hunting in the Voyageurs?

Senator LESSARD. Thank you. It certainly is traditional. There are over 500,000 deer hunters in Minnesota out of a population of 3,000,000. I think you can see how great a tradition it is. I am glad you mentioned that.

It is interesting because Congressman Blatnik's written statement submitted to the House Subcommittee on National Parks and Recreation on July 16, 1970, at the Washington, DC, hearing on H.R. 1042 stated in the original legislation, but this is not how it was enacted:

"The Kabetogama Peninsula is almost an island surrounded by the Rainy and Kabetogama Lakes and connected to the mainland by a narrow spit of land." Now, this is coming from Congressman Blatnik. "The deer of Kabetogama are literally trapped there, surrounded like animals in a modern zoo with a moat which discourages escape. As a result, they are unable to migrate from one feeding ground to another as deer on the mainland do when the deer population grows beyond the capacity of the peninsula to feed it..."

It seems to me that if there is one traditional use in the original bill Congressman Blatnik would certainly support, although it was not enacted that way, it is hunting in the Voyageurs National Park.

I know it is controversial, but I cannot understand, in light of what you said, Senator Grams, as to those other areas when this was his own testimony given on July 16. The answer to your question is yes, it should be allowed.

Senator GRAMS. Thank you very much, Senator Lessard.

Mr. Pavleck, Superintendent West made a point to say in her testimony that they really want to reach out and work with counties and work together.

Do you feel that that has been the tradition of the National Park Service up to this point, or would you look for improvements in the way the cooperation is between local government authorities and the management and the workings of the Park?

Commissioner PAVLECK. I can answer that in a quick word. No. The answer to that question is Ms. West's predecessors have been uncommunicative. All the phone calls I have gotten on this issue have described park management in a couple of terms—arrogant, inflexible. Those are some of the more common things that came up in conversation. To answer your question, no.

I agree with the panel. Ms. West has made some inroads here. She is putting a foot forward, but it certainly has not been there in the past. I think that is one of the reasons we are sitting here today, quite frankly.

Senator GRAMS. Thank you very much. I am out of time.

Mr. JAMES HANSEN. Thank you, Senator.

Congressman Vento.

Mr. VENTO. Thanks, Mr. Chairman. I am glad to be here, and I am pleased to see that my former colleague, Speaker Anderson, and other members of the panel are here.

I suppose the category of this hearing might come under sometimes you might get what you wish for, and you may not like it, Senator Lessard, in terms of what goes on.

I do appreciate the fact that you are here today, and I regret that I did not know that you were going to be at our hearing in Washington because, as far as I know, I have never received any request from you to meet with me or any notice of your presence and interest in my work from you.

Senator LESSARD. Congressman, you were sitting there at the beginning of the hearing, and you saw me.

Mr. VENTO. I was sitting there. That is correct. I certainly am happy that you are still pursuing your goals. In other words, I thought that most everyone had run to Canada that was in favor of your position. I did not know.

I notice that you wanted somebody else to take the Park over, but Koochiching County just said they did not want it. Did St. Louis County say that they want it, Senator? Do you have any information on that?

Senator LESSARD. Mr. Chairman and Congressman, I have always had a tradition of speaking for myself and what I think.

Mr. VENTO. OK.

Senator LESSARD. That is the way I ran for public office.

Mr. VENTO. I was just wondering. You did not want the State to take it. You certainly did not want the national government to continue, but apparently they recognize the resources that have gone into the Park and the importance of them.

Mr. Dill, do you think that this park can absorb another million visitors right now?

Mr. DILL. I do not believe it can. I am afraid that it might be overused with a million visitors, but with 200,000 it is not being used enough.

Mr. VENTO. But do we not need the infrastructure? The dollars that are being invested here by the national government are enormously important, the $60 million, for instance.

I look at the 1994 blanket purchases to Ace Hardware in International Falls of $3,500; to Blesse Computer for $4,500; to Koochiching Water Testing, $9,000; Northern Lumber, $4,000; Olsson's Borderland, $12,000.

These are dollars that come in here that are helping sustain the Park and build the infrastructure and maintain it, are they not?

Mr. DILL. Yes, they are, but one of the problems and to answer your question specifically is that most of the visitation in the Park during the summer is concentrated in several visitor areas, particularly campsites that are located in eastern Namakan Lake and in Kabetogama Lake in the central and eastern part of Kabetogama Lake.

Now, a substantial amount of additional visitation could be supported by Voyageurs National Park if the construction of campsites and houseboat mooring sites and other facilities were expanded throughout other parts of the Park, of which they are proposed by the Park Service but have yet to be funded by the Congress.

Mr. VENTO. So you claim that it is a funding problem, but obviously volunteers or others could do that. I mean, obviously Rainy Lake Community College has done some work. Others have donated various activities. We are open to ways to address that.

With the budget problems we are facing, obviously it is going to be more difficult to try and fulfill the commitments that are being discussed and the needs of what this park are today and tomorrow.

The point is, there is a certain carrying capacity and experience. We have surveys that indicate that the highest number of visitors that come here come here to see the scenic landscapes and the other views. That is the principle reason that they come here. Are you aware of that?

Mr. DILL. Yes, and I would like to also expand on that.

Mr. VENTO. We do not want this place to look like Lake Minnetonka. There is a place for that, for subdivision and that type of development. There is also a place where we want to have some different qualities, some of the initial qualities.

You want to leave some places the way they left the hand of the creator. I do not think that that is so bad. I do not think it is asking too much to do that, Mr. Dill.

Mr. DILL. Representative Vento, I would like to additionally expand on the comment that I made about summertime use, and I would like to comment on wintertime use.

The public infrastructure is in place in the wintertime to support a far greater amount of snowmobiles in this national park and far greater visitation. The trails that are in existence in Voyageurs National Park are wonderfully ready to be——

Mr. VENTO. Do you understand that there has to be developed a balance between the preservation of the resource and how we use it? You understand that, do you not?

Mr. DILL. I understand that.

Mr. VENTO. So even if you suspend the Endangered Species Act of all places to suspend the Endangered Special Act, with deference to my friend, this is the last place we ought to do that, but the point is that if you suspend that, you still have the major problem of the flora and fauna on Kabetogama Peninsula. Even if you do

not declare it wilderness, you still need to deal with the resource questions. There is still going to be the controversy.

Wilderness is not the problem. It is a question of policy questions with regard to how it affects the fragmentation and the connectivity of a park and the corridors for the wildlife that pass back and forth.

Mr. JAMES HANSEN. The time of the gentleman has expired.

Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman. I think what I am going to try to do is ask one question to David and then just ask a question for each of you because we are trying to stay within the four minutes. If we go individually, there is no way to do that.

I appreciate your focus, David, on the water level problems because I think that is key to the Park and to the economy. I was really proud of that amendment. It came from what people here said they wanted me to do, and I was really pleased to have Rod's support as well.

I want to ask you. Again, I want to go back to this letter written by a lawyer for Boise Cascade saying look, we do not have anything to do with this low water level. I am trying to get FERC, and I hope we can have this on the House side in the interim just until we get the Joint Commission report, just making sure that within the existing rule curve that it is on the upper level.

Do you think that we need to go forward and try and get some kind of interim ruling, or do you agree with the Boise Cascade position on this?

Mr. DILL. Our Citizens' Council was an instrumental part of creating the International Joint Steering Committee back in its original inception.

Senator WELLSTONE. Right.

Mr. DILL. There is no doubt that this is a long-term problem that is in need of a long-term solution. We believe that Boise could have done a better job at managing the water levels within the curve.

An example would be that many times in the process of regulating the water levels they seemed to follow the bottom of the curve, which is the lower scenario of waters.

Senator WELLSTONE. Right.

Mr. DILL. They could have stuck to the middle, and it would have been a great relief to the resorts and people who need access to Voyageurs.

Senator WELLSTONE. Mr. Chairman, I really hope on the House side we can get support. We are not really changing anything. We are just saying within the existing rule curve try and keep it at the upper level. This is a key point.

This is my question for the rest of you. Senator Lessard, we probably do not agree on de-classification, but on the other hand, as you have said, you are your independent voice, and you make it clear where you stand. For that you have my respect for sure.

Let me try and see where maybe there is some common ground here. The Speaker talked about the fact that he just felt that people even 100 miles away in the district did not even know about this treasure, did not even know about this park and that there is more that should be done.

Could you all give me your best judgment, all three of you, Commissioner, Senator and Speaker? Could you give me your best judgment on ways in which, number one, a much better job could be done at promoting the Park, and, number two, ways in which, going back to the superintendent's testimony, you think that local people could be more involved and there could be more common sense management and there could be a better partnership?

What would you lay out as the sort of specific directions you think we need to go in? I know we do not agree on everything, but I just want to hear you on this.

Senator LESSARD. Certainly, Mr. Chairman and Senator Wellstone. Go back to traditional uses. If you look at the original Act, and I am just studying it now and am not up on it like I should be, it goes back to traditional uses.

I mentioned hunting. I wonder how many people in this room are sitting out in the audience that are on both sides of this issue that would support that as a multiple use? That is one of the multiple uses that certainly would help.

Snowmobiling. One little trail in the corner of the Park. We could have a snowmobile trail that would not disturb the wolves one single bit. They love to run on snowmobile trails. They could start it here and go all the way to Grand Marais.

Those are things that we could do but will never be done under the present type of philosophy of the National Park Service. There is a myriad of things they can do if they want to do it.

I am just concerned right now that the reason you asked about the national recreational area and one of my main reasons I am supporting it is I am concerned if the political pendulum goes the other way and goes back and we have people in Congress that established the Park in the first place with the regulations that they did that unless we have a designation outside of a national park we are going to go right back and they will come back at us in spades.

Maybe I am paranoid and they are not out there to get me, but that has been my experience with the Federal Government.

Senator WELLSTONE. Speaker and Commissioner and David as well, just your ways or suggestions as to how we could really promote this park and do a much better job?

Mr. IRV ANDERSON. Senator, as I indicated in my presentation, if Minnesota's crown jewel is Voyageurs National Park, it seems to me that on the map of Minnesota it ought to have a major play. It has not done so. The State of Minnesota Department of Transportation has never done that. I am going to write that letter and try to get them to do something.

Another way I see it done is that the Department of Tourism ought to play a much more major role in the promotion of the Park. You know, Voyageurs is a very large institution geographically. All of the State parks in Minnesota can fit inside of Voyageurs National Park. That is how large it is. A lot of people do not realize that. It is a very big institution.

Let me say just one more thing because other things have been brought up here. For instance, on the visitor use and facility plan, do not any park superintendent come to Irv Anderson and say you did not get the money.

Mr. Chairman, as a Speaker of the House, you know departments of government have excess money. They have a little loose change laying around there, and so do departments of the Federal Government have some loose change laying around there that they could have done their visitor use and facilities plan. They did not have to go to you people and just get a direct appropriation.

I have seen here in Voyageurs National Park discretionary money being used for other things. I cannot think of them right now, but other people that will give testimony today can tell you what those discretionary moneys were used for.

Let me say one more thing about communications. As I indicated, I was Chairman of the Citizen's Council on Voyageurs National Park. During that period of time I tried to build better communications between the Park Service and our Citizen's Council. We held periodic meetings with the Park Service. It did not do us much good.

You know, I am perhaps the most outspoken legislator on Voyageurs National Park. I take a lead on most things, even though it only lies at my back door. I do not really have that large an area of my district in Voyageurs National Park. I am also a leader of the Minnesota House. Last night was the first time I had the chance to meet your park superintendent. Thank you.

Senator WELLSTONE. Do you want to just do a quick response? I know we are out of time.

Commissioner PAVLECK. Yes. I will keep it brief.

Senator WELLSTONE. Thank you, Commissioner.

Commissioner PAVLECK. I will keep it brief, Senator, and pretty much echo the things that the Speaker said.

I want to tell you from a local perspective that the commissioners are the closest to the local people. You are talking about how local people can be more involved. Certainly the visitors use and facilities plan is an ideal spot to start. Until that is implemented, the people feel they do not have a say.

I also want to say this park would not be here today if it were not for the support of the local people. It would never have gotten off the ground.

Senator WELLSTONE. The Chairman says we are out of time.

I do not know if this is in order. I promise, this is not a filibuster. I am not speaking now. You know, being a good Jewish father, I would like to make an announcement to everybody. If people are not drinking water, it is hot and humid here. Some people are going to get real lightheaded. I hope people are making it their business to occasionally get some water. I had to say that. Let's go on.

Mr. JAMES HANSEN. That pertains to us, too, gentlemen.

Mr. Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman. The issue of hunting has come up. I think the Chair should know that in the late 1970's when the issue of duck hunting in the Voyageurs National Park was becoming more intense, I crafted legislation to remove the Black Bay duck hunting area from Voyageurs National Park. Congressman Vento supported that initiative.

We had a transfer of land of 1,000 acres from the State in another area of the Park and took the 1,000-plus acres of Black Bay out. It is now available for hunting.

Early on in the Park development process in the legislative process, we tried to find ways to provide for deer hunting in some controlled fashion should there become a need for it with overpopulation of deer on the peninsula. That was not possible.

In fact, that was rather bluntly settled in the committee hearing by Wayne Aspenall, who said if you want a park there is no hunting, and if you want hunting there is not a park. He just sort of settled it with his gavel, and that was it.

The real issue here I think, and we will hear more of it as the hearing goes on, is the frustration of people about having their views included in the management of the Park. I know that I have proposed this morning a new idea, a new way of dealing with this.

Mr. Dill, does the Park Management Council that I have proposed which you heard me explain look to you like a way to be inclusive and a way for views of the local area, the region and national views to be included on an equal basis?

Mr. DILL. Jim, that was the purpose of the Citizens' Council originally, but the flaw is that we have no power. We have no ability to really get anything accomplished. We just make recommendations.

What I think you are contemplating in your legislation is that you have an organization that will have some latitude to make decisions and be involved in the final decisionmaking process and to influence that decisionmaking. That is a question back to you.

Mr. OBERSTAR. That is what I intend. That is how the fisheries management councils operate. They develop the management plan. The Federal Government has a participant in the fashioning of the plan, and local interests all work on a basis of equality. They hold public hearings. They take public views into account.

They take national views into account, local and regional views into account, and they fashion a management plan which then goes through the rulemaking process and becomes the final rulemaking that governs the fisheries. In this case it would govern the Park or, in the case of boundary waters, govern the Boundary Waters Canoe Area.

Mr. DILL. That sounds like a very reasonable approach to a very difficult situation.

Mr. OBERSTAR. It would be a federally established council with authority to issue a plan.

Mr. Speaker.

Mr. IRV ANDERSON. I compliment you on bringing forth that new concept, Congressman Oberstar. I am not in total agreement with your proposal, but I think it is worthy of consideration and that we ought to sit down and talk a little bit about it.

I wonder if I could say a couple more things?

Mr. OBERSTAR. Mr. Speaker, I think you have to ask the Chair for that time. I want to conclude at this point. That is all I wanted to do. I want to be brief. Thank you.

Mr. JAMES HANSEN. You still have a minute if you want to yield it to the Speaker.

Mr. IRV ANDERSON. On the issue of the million visitors to Voyageurs and whether or not it can sustain that, I just want to let everybody know that local people did not bring forth that figure of a million visitors. That was the Park Service.

Back when the Park was being debated, they said a million people could come up here. They should have known that the Park would not sustain that type of visitation. How else would they come in here and sell their park? I just want to make sure that everyone understands what the circumstance was at the time that Voyageurs National Park was debated.

One more point that has to be made. This area is worthy of a national park. This is the route of the Voyageur, but I do not see much Voyageur around here. I go out to the visitor's center, and there is one small display about the Voyageur. They have a statute standing there, a beaver skin, a canoe. That is all there is to it.

If the Voyageur was a major part of the development of northwestern United States, then it seems to me this area ought to be welcoming an interpretive center just on the Voyageur itself. I think that would be worthy of consideration.

Mr. JAMES HANSEN. Thank you. The time of the gentleman has expired.

Let me ask the panel, if I may, and make a statement to you, and then I will yield my time. You know, I do not have a dog in this fight. I am just merely chairing this meeting.

I do appreciate what has been said, and I find it very interesting because I have a responsibility, as Mr. Vento and the two Senators and Mr. Oberstar have, to make sure that the parks are funded and taken care of and that the American people have a beautiful park when they go to it.

A week ago I was in Yellowstone working with the superintendent there. He has 28 miles of road that are impassable. You cannot get through it. He has all kinds of problems in Yellowstone Lake. That is our first park. That is our crown jewel, and yet when NPS started charging entrance fees in 1915 or 1916, the entrance fee was $10. Do you know what it is today? $10. You see these people drive in with $80,000 Winnebagos pulling a $30,000 Suburban behind it. They plunk down and stay there for their seven-day period of time almost free.

Now, we have a problem in these parks because we are underfunded by a horrendous amount of money. Some of you have alluded to the idea that there is no fee there. Next week I will be at Glen Canyon Recreation Area, and that, in my 15 years of Congress, has gone from about place 40 up to the top five in visitation. There are people there. In fact, you wait two hours to launch your boat on July 4th if you are lucky.

Somehow we have a responsibility without taking it out of the general fund of getting more money into parks so they can be used. I would not bet on the idea that you are going to have a free ride, but let me just say there is no better deal in America than a national park. It is the best deal there is. There is no question about it.

I look at people who come into a national park, and it is pennies a day. They do not think a thing of going to a show and a dinner

with their family and plunking down $50 or $60. It is just literally pennies a day to go into our parks.

Just for a minuscule amount that we ask all Americans, we can fund our parks and give them a better deal. I would not count on the idea of parks going unfunded. It has to be that way because no one is going to take it out of the general fund.

Mr. VENTO. If the Chairman would yield just briefly on that?

Mr. JAMES HANSEN. I would yield briefly.

Mr. VENTO. I would just think there is a major interest here between entrance and user fees. There is a major interest. I might also observe that there is always more interest in Washington, DC, for fees than there is here.

Mr. JAMES HANSEN. I would also, Senators, invite you to come out and see the Glen Canyon Recreation Area. It works very well and gives people some really good opportunity. That is why the visitation has gone up so fast.

I yield to Senator Grams.

Senator GRAMS. Thank you very much, Mr. Chairman. I think fees support less than ten percent of the budget of the Park Service, so it is very much a question.

Just one quick question that I want to end with, and you can say it with a yes or a no. I want to refer back to some earlier terms that were used that said that the Park was not put here for an economic gain. They talked about profits as if it were a dirty word.

I look at profits as jobs for the economy. When you talk about spending $3,500 a year at a hardware store in International Falls, that does not support a second industry in this area for the people to be able to have good jobs and be able to stay here.

The question that I have, and another term was used that we do not want this as another Lake Minnetonka, is under your ideas of use of Voyageurs, do any of you support economic expansion, growth or development that would change Voyageurs to resemble Minnetonka or to keep it more of the way it is so it is that way three generations from now?

I will just start with Mr. Dill, and we will work from right to left.

Mr. DILL. We never want this to look like Minnetonka. That is the reason we came here in the first place.

However, there is another side to the issue. I am a city administrator down in Orr to the south of here. Our tax base has been totally destroyed by the purchase of Federal lands and Federal land management. Our school attendance has shrunk from 800 students down to 241 students.

These people that live in this area and International Falls are lucky to have Boise Cascade as a major industry. We have two major industries down in our country. We have logging to support Boise to make paper, and we have tourism. Tourism has suffered immensely under management of the National Park Service and the Federal management.

Senator GRAMS. I would just like to move quickly before we run out of time. Mr. Pavleck, if you can do this in about ten seconds?

Commissioner PAVLECK. No one wants us to look like Lake Minnetonka. We can still swim in our lake.

From a tax base issue, I agree. The local people here have sacrificed a lot. Congress, and you are all familiar with the payment

in lieu legislation; it has not lived up to its end of the bargain. My people have to pay taxes. I expect Congress to pay theirs and make up some of that difference.

Senator GRAMS. Senator Lessard.

Senator LESSARD. I think I have made it very clear to the press for the last four days that we are not trying to open up in any manner, shape or form. We just want a say in how it is going to be managed using some plain, ordinary, common, unadulterated horse sense, contrary to what some of the press is saying.

Senator GRAMS. Mr. Anderson.

Mr. IRV ANDERSON. Senator, first of all let me compliment the Chairman. I think you have run just an excellent meeting, and I really appreciate it. You are obviously an expert at it, so I compliment you and congratulate you.

As it relates, however, to your comments about Yellowstone and the $80,000 RV coming in and plunking down the $10 and parking their vehicle for the amount of time that they are allowed, you see, Representative, we cannot get a $80,0000 RV within Voyageurs National Park. It is a water-based park.

In answer to the question about economic development, let me just read you one sentence of the Minnesota enabling Act. "The Voyageurs National Park would be the largest park within the State and will be of special and immediate benefit to the citizens of the State due to its accessibility to them and to the effect it will reasonably expect to have on the development of tourism and related economic activities."

Right in the Act it indicates there is going to be economic development from the Park. I heard your opening statement, Mr. Chairman, that the parks are not established for economic development. Nevertheless, as you indicated, the Park Service and those proponents of the Park came to International Falls, came to northern Minnesota and said you are going to have a national park, and it is going to bring you great economic development.

Can anybody in this audience tell me one major installation that came to International Falls or this area because of the establishment of Voyageurs National Park? The answer is no.

Mr. JAMES HANSEN. Thank you very much. It has been an extremely interesting panel and very informative. We appreciate your time. Thank you so much for being with us.

Our third panel will be Mr. Don Parmeter, Mr. Don Carey, Mr. Tim Watson, Mr. Ray Anderson, Mr. Dave Zentner and Mr. Martin Kellogg. If those folks would come forward, please, we would appreciate it.

Do we have everybody lined up? Who are we missing? Is Martin Kellogg here? Do you have a chair, Mr. Kellogg?

If we could have your attention please? This is another important panel. We know it is getting hot in here, and I think Senator Wellstone's suggestion was an excellent one. I would get some beverage or something, or we will all get a little lightheaded in here.

Mr. Parmeter, thank you for being with us. We will start with you. We all know the rules, and we would appreciate it if you would stay within your time. I try to be lenient on those things, but we have a long day ahead of us.

Mr. Parmeter, we will turn the time to you, sir.

STATEMENT OF DON PARMETER, NORTHERN RESOURCES CENTER

Mr. PARMETER. Thank you, Mr. Chairman. My name is Don Parmeter. I am from International Falls, and I am testifying at the request of a number of organizations based here in Minnesota. I want to make it clear, however, I am testifying on my own behalf.

I was born and raised here in Koochiching County. I have a Bachelor of Science degree from West Point, and I did my graduate work in the field of natural resource and environmental policy at the George Washington University in Washington, DC.

I have been a resource professional since 1974 and have worked both as an employee and a contractor for State and local governments in the Washington, DC, area and here in Minnesota since 1977. Since 1983, I have also worked with and for a number of organizations on a variety of land use and environmental issues. I worked as a State employee on the Voyageurs National Park project from 1977 to 1983 and on numerous special projects involving the Park from 1983 to 1991.

Mr. Chairman, one of the things that strikes me is that documents prepared by the National Park Service do not appear to be consistent in philosophy or content with the legislative intent of the Park.

With regard to park management, one of the administrative decisions made 20 years ago that has led to a lot of the subsequent problems was the decision to include almost all of the Park under a natural zone classification, which is arguably the most user-unfriendly administrative designation. It simply does not make sense to have a remote lake on the Kabetogama Peninsula under the same management regime as a lake through which an international boundary passes.

I have not been able to find any substantive information in the hearing records prior to establishment of the Park that would indicate that this was intended as a wilderness park subject to the provisions contained in the 1964 Wilderness Act. To the contrary, chief proponents of the Park argued for a park that would compliment and not duplicate what was available in the adjacent Boundary Waters Canoe Area.

There was a generic provision included in the final bill for the Park. I understand that. That was a standard procedure for Federal areas established after passage of the Wilderness Act.

The comprehensive visitor use and facilities plan required by the 1982 amendment to the Park enabling Act was intended to determine appropriate levels and types of visitor use for the Park. A number of attempts have been made since 1983 to initiate the plan as required by law.

The Park Service has consistently argued that the plan has not been done because Congress has not appropriated funds for that specific purpose. However, a number of plans have been done by the agency since 1983 with the use of operational funds. To my knowledge, none of those plans were required by law. It is difficult to understand how funding priorities can include things that are of questionable need and questionable value and exclude things that are required by law.

Contrary to the comprehensive nature of the planning approach envisioned by the visitor use and facilities plan, the planning at Voyageurs has been piecemeal. According to the revised 1988 National Park Service management policies, the planning approach was discretionary, i.e., the agency could adopt a comprehensive approach or a use-specific approach.

In light of the legislative history and intent, the subsequent controversy over management and use and the statutory requirement for a comprehensive plan, the piecemeal approach chosen by the agency seems to me to be inappropriate.

A major problem with Park Service planning is the process used to solicit public participation. Although the agency has generally met NEPA requirements for public involvement, the public has not been involved adequately in the overall planning and decisionmaking process.

Moreover, much "in-house" planning has been conducted with virtually no public participation. The natural resources management plan for the Park, for example, was developed over a several-year period and was made available for review in public libraries for only a brief period of time.

In a 1980 report to Congress, the National Park Service submitted a list and description of threats to units of the National Park System. According to that report, nine threats were listed for Voyageurs, which made it one of the least threatened parks in the system.

However, according to the National Resources Assessment and Action Plan completed in 1987, the number of threats to Voyageurs rose to 44, an increase of nearly fivefold. This increase in threats occurred during a period of reduced economic activity in the park region.

In addition, the 1987 report described most of the resources of Voyageurs as being in poor condition, including freshwater fish and invertebrates, birds, terrestrial mammals, forest and woodland vegetation, freshwater vegetation, fresh surface water, air visibility and aesthetics.

These startling findings can only lead to the question of what happened to the resources during that seven-year period when the Park was under the care of the Park Service. The only logical conclusion, Mr. Chairman, is that the agency is practicing poor management, poor science or both.

Because of current proposed budget reductions and reform legislation for the park system, there is increasing discussion about the role of State and local governments in the planning and management of units of the National Park System. One unique provision that is already written into the Federal statute for Voyageurs National Park describes a direct and meaningful role for State and local governments, as well as for private entities experienced in outdoor recreation.

Mr. Chairman, Voyageurs is a complicated area. All problems and issues that exist in the park system plus some additional problems exist here at Voyageurs. As such, it is an area begging for leadership. So far, the National Park Service has been unable to provide it.

In closing, Mr. Chairman, I ask that you give consideration to the idea of trying something different in this region. I think a very different approach to management is both necessary and appropriate in order to resolve longstanding issues, to head off a growing number of problems, to increase efficiency and cooperation among all levels of government and to meet the needs and expectations of the citizens of Minnesota and the nation.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Parmeter can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Parmeter.

Before we go to Mr. Carey, just let me say something, if I may. I know it is hot in here, and it is getting a little stuffy. If you watch C-Span, you will probably notice that most of the time the Speaker is calling for order because what the gentleman says or the lady says is very important. Sometimes a low roar starts establishing, and very few of us can hear.

If we have to carry on conversations, maybe it would be well if we asked you to respectfully go out in the hall to do it so we can hear these folks. I would appreciate it if we could all listen very carefully to these speakers.

Mr. Carey, we will give you four minutes now, sir.

STATEMENT OF DON C. CAREY, CITIZENS' TASK FORCE ON ALTERNATIVES FOR VOYAGEURS NATIONAL PARK

Mr. CAREY. Mr. Chairman, Members of Congress, ladies and gentlemen, good afternoon. Welcome, and thanks for coming to the icebox of the nation.

My name is Don Carey, and in the short time available I hope to represent the concerns of the Citizens' Task Force on Alternatives for Voyageurs National Park.

Task Force members are unanimous in their concerns over excessive Federal regulations, over excessive Federal spending, over the unaccountability of Federal regulatory agencies and over the lack of local input and persuasion in Federal regulatory process. We further insist that the treaties on the boundary waters between the United States and Canada be strictly adhered to.

In this and other parts of Minnesota, we are greatly concerned over the Federal management policies of the National Park Service, the U.S. Forest Service, the Fish and Wildlife Service, the Army Corps of Engineers and the Federal wetlands regulations, as well as the international treaties.

We are further concerned that our constitutional rights on private and public property are being constantly eroded due to unaccountable Federal agencies and what seems their never-ending regulations.

Due to necessary budget cuts, there is a good possibility that Minnesota could lose Voyageurs as a national park. In order to help balance the Federal budget, we realize that Congress plans to make significant cuts in the National Park Service's budget. A report distributed by the National Park Service lists Voyageurs as one of those parks that may have to be dropped from the park inventory during the budget reduction process.

The Citizens' Task Force does not want to see the State of Minnesota lose Voyageurs National Park. We believe that the Park can be saved through an alternative management plan. Rather than downgrade Voyageurs, we recommend that it be upgraded to Voyageurs International Recreational Park, that it remain in Federal ownership and that the management of the Park be turned over to State and local governments with the understanding that Congress would continue to finance the Park at a significantly reduced operating budget.

Not only could this save the Federal taxpayers up to $1 million per year, but it would save Voyageurs from the chopping block and would return management to State and local control, where we believe it rightfully belongs. We have taken our lead on such proposals from the States of South Dakota and Arizona.

Aside from the budgetary constraints, however, the National Park Service and Voyageurs deserve different treatment for the following reasons: The Park lacks continuity and flexibility in its management. The Park lacks accountability to Congress and to the people. The Park is guilty, we believe, of colossal wasteful spending.

Park policies have become too restrictive on visitor use and on park resources. Voyageurs was never meant to be a wilderness park. There is a disparity between proposals and reality. There is a disparity between economic promises and economic reality.

V.N.P. management is in violation of international treaties, Federal law and State law as it relates to Minnesota's jurisdiction on ownership of all navigable waters and their beds within the Voyageurs National Park.

In the past 40 years, this nation's national debt has risen to over $4 trillion. Forty-one percent of your annual tax bill to the IRS goes to pay the interest on that national debt.

A child born this year will over its lifetime have to pay over $187,000 just to cover the interest on our national debt. I would call that fiscal child abuse. Our country is financially bankrupt, and yet some Members of Congress wish to continue deficit spending by mortgaging you, your children and your grandchildren.

This year, Congress has the chance to begin balancing the budget by downsizing Federal regulatory agencies and returning more control to local and State entities. State and local governments will need financial help from Congress, but have proven that they can manage more efficiently, more effectively and are more accountable to the voters.

Returning Voyageurs National Park to State and local management can be accomplished by Congress without hurting anything or anyone. It may be a small step in helping reduce the Federal deficit, but is one of the many such steps that must be taken before this Nation can begin to emerge from financial bankruptcy.

Thank you, sir.

[The prepared statement of Mr. Carey can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Carey.

Mr. Tim Watson, we recognize you for four minutes.

STATEMENT OF TIM WATSON, PRESIDENT, LAKE KABETOGAMA RESORT ASSOCIATION

Mr. WATSON. I thank you for being here today. This is a great honor for me to be here. The last time I was in a gymnasium and was this nervous I was coaching the regional tournament basketball trying to beat Chisholm to go to the State tournament.

Today I represent Kabetogama Lake Association, which has 30 businesses. I also represent the Kabetogama Tourism Board. I am a member of the International Steering Committee. I am the owner of Harmony Beach Resort on Lake Kabetogama, and I have lifelong ties to the area.

My grandfather started a business in the area in 1911. He started the first resort on Lake Kabetogama in the summer of 1916, and we have had family ties to this day. I spent 30 days living on an island in the summertime in what was Lake Kabetogama and what is now Voyageurs National Park.

Ten years ago I retired from teaching and bought Harmony Beach Resort and have been very active in the policies. My family history goes back to 1911 in the area, and I have been through the whole gamut.

I was also a park employee at one time. That was controversial for a local boy to work for the park back in the early 1980's and late 1970's, but I went through that whole thing. I have been a fishing guide and resort operator for the last 30 years.

I speak to you today representing over 60 tourism businesses from the four major access points to Voyageurs National Park, these being Rainy Lake, Lake Kabetogama, Ash River and Crane Lake. We are steadfast in our support for Voyageurs National Park.

The economic impact of tourism from these four areas represents millions of dollars into the local economy of northeastern Minnesota. Approximately 90 percent of all visitors to Voyageurs National Park access the Park through the resorts, lodges, houseboats or outfitters adjacent to the Park.

Historically, it was the development of resorts that led to the traditional uses of the area before it was a park. Fishing, boating, hiking, houseboating, floatplane use, etc., all came to the area with the advent of tourism and resorting. That is why we have such a major concern about the future of Voyageurs and the types of activities that will be allowed to take place here.

After meeting with and consulting with a majority of the tourism operators, I would like to make the following recommendations: 1) Voyageurs National Park should remain without wilderness designation.

2) Management of Voyageurs National Park should be changed to allow for citizens' input into decisions on park management and operations. The present management of the Park has a history of making decisions that are not in the best interest of the majority of park users and are not necessary to protect the integrity of the Park.

Examples include the policy of no pets in the Park, restrictions on floatplane use and snowmobiles, closure of the Moose Lake grade, restrictions on licensed Coast Guard operators to take boat tours in the Park. If there had been more local and regional input

into those decisions, this hearing probably would not be happening today.

3) Congress should recognize that all parks are different and that rules affecting one park may not apply to another. Voyageurs is a good example. It being the only water-based park, it obviously should have rules and regulations specific to it.

4) The Oberstar bill, House File 1310, is a good starting point for Congress to look at changes in Voyageurs National Park so that the potential of the Park can be achieved. Any further studies that would be required concerning recreational developments and economic impacts should have local, regional and State input, as well as those of the Federal Government.

5) A major concern, and I think this is the highlight, and I would like to thank Senator Wellstone for his amendment and Rod Grams' support also to the FERC requirement on Namakan Reservoir. The major concern of tourism operators and businesses are water levels, especially in the spring of the year.

Annually in the first three weeks of the tourism season from the fishing opener to the early part of June, just on the Namakan Reservoir alone we have over $800,000 in lost revenues because people cannot access the Park.

The water level is key to improvements in fish reproduction, shoreline bird reproduction, park access and safe navigation. We encourage your cooperation with the International Joint Commission to resolve this issue.

Since the creation of the Park, we have seen the interpretation of rules and regulations change with each new administrative change. Voyageurs National Park has been manipulated by individuals wishing to establish a name for themselves, not for the area. In essence, we at Voyageurs National Park have been discriminated against.

Because we are unique in the realm of national parks, our individual status goes unrecognized. We ask only that our land, sky and water be treated as this park was intended at its creation. Let man and animals alike be able to show the real nature of Voyageurs National Park. Let us not compromise the integrity of what and who we are in the name of the National Park System.

I thank you very much.

[The prepared statement of Mr. Watson can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you very much, Mr. Watson.

Mr. Ray Anderson, you are recognized for four minutes.

STATEMENT OF RAY ANDERSON, SAVE OUR PARK

Mr. RAY ANDERSON. If I look scared stiff up here, it is because I am. I have always been terrified by the thought of public speaking, but timidity is no excuse for dodging important issues.

The integrity of Voyageurs National Park is about as important as an issue can get. It is important to me, it is important to you, and it is important to our poor, abused planet. I believe the best way to ensure the integrity of Voyageurs is to leave it in the qualified, competent hands of the National Park Service.

I was born in the Falls and lived most of my life within walking distance of Rainy Lake. For over 20 years now, Voyageurs Park has

been a haven of serenity where one can come to escape the hiss of rubber on pavement and the roar of traffic. Sometimes it is difficult to escape the whine of jet skis or in winter the howl of snowmobiles. Unfortunately, we seem to be stuck with them. Do not let Voyageurs, one of the few remaining fragments of tranquility, slip away from us.

Here are some questions I have pondered for some time. Why are environmentalists the bad guys? Why is environmentalism a dirty word? Is it because Ron Arnold, a leader of the so-called wise use movement, is reputed to have said, "Our goal is to destroy, to eradicate the environmental movement?" The goal of the environmental movement is to protect the environment for all of us and for posterity. Which goal is more worthy?

Henry David Thoreau has said, "In wilderness is the salvation of the world." Now why do some say wilderness is the enemy of mankind?

There is no way we can have a strong economy if we do not have a healthy ecology. Wilderness is a vital, necessary component of a healthy ecology.

The definition of the word conserve is 'to keep from being damaged, lost or wasted'. Conservation is defined as 'the act of conserving'. Why is conservation anathema to political conservatives? Who are the real conservatives?

There has been a lot of talk about regulations and restrictions in the Park. I would like to point out that we live with regulations and restrictions every day. For instance, 20 or 25 years ago if we gathered in this room there would have been a great cloud of smoke generated by tobacco addicts. Today even the most helpless tobacco addicts will respect a no smoking sign. We have people who get into cars and buckle the seatbelt. That is a restriction on your freedom.

The government frequently strikes out. It swings at a lot of bad pitches, but the National Park Service probably has a better batting average than any other government agency. If you want to bash the government, bash it where it needs bashing; for instance, the CIA or the defense budget.

Let's get off the environmental bashing binge and let the Park Service help us enjoy the peace and serenity of Voyageurs National Park.

Thank you.

[The prepared statement of Mr. Anderson can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Anderson. You overcame your fear well.

Mr. Zentner, you are recognized for four minutes.

STATEMENT OF DAVID F. ZENTNER, IZAAK WALTON LEAGUE OF AMERICA

Mr. ZENTNER. Thank you very much, and welcome to everyone.

My name is Dave Zentner, and I am here to support Voyageurs National Park. I was part of the conversation in Minnesota about the original creation of Voyageurs Park when we all got to work on this project.

I would like to do two things very briefly. First of all, I would like to tell you my historical recollections of what we envisioned when we went down this road in the 1960's and the 1970's.

First of all, we wanted to achieve a preservation of this national treasure from the inevitable consequences of over development that we saw in all of our lake States, all of our northern lake States, including Minnesota. We wanted to preserve the Voyageurs link in history and in this landscape. We wanted to provide a contrast with the boundary waters to the east, which would allow more mechanized use year round on the four major lakes in this project.

We also from the very beginning looked at the possibilities of wilderness on the peninsula itself. We felt very strongly that the very different lands and the much smaller lakes on the peninsula definitely suggested, if not demanded, a different management approach. It was a good concept. It is a great national park.

Let me talk a little bit about Congressman Oberstar's bill. Jim and I are close friends, and he is an able congressman. We work together on many, many things. Jim knows that I very much appreciate that he has said in his legislation that this park shall remain a national park. Nonetheless, as I have written to Jim recently, there are three things in his legislation that I cannot accept.

First of all, it is unwise micromanagement to legislatively prescribe a 200-houseboat minimum on this resource. Those decisions should be made by the Park Service in balance with the ecological capacity and with the user objectives of the people that come to this park. It is an unwise decision.

My second problem is mandating out application of the Endangered Species Act on bald eagles and the eastern timberwolf. My goodness. If we cannot use that application in a national park, where can we apply it?

My third concern is the direction legislatively mandating more mechanized clatter on the Kabetogama Peninsula. I have already indicated that I feel intensely that the historical record is clear that it is a legitimate and qualified candidate for wilderness management.

The National Park Service and all of us here today can and should work with the communities around the Park to work out the differences to the degree that reasonable people will allow it to happen.

I ask you to support, not harm, this national treasure, and I also ask you to support the national treasure that is our National Park System.

Thank you very much.

[The prepared statement of Mr. Zentner can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you very much, Mr. Zentner.

Martin Kellogg, I know on your sign it says U-S-E. I know that is supposed to be U-F-E, Inc. Welcome, Martin, and you are recognized for four minutes.

STATEMENT OF MARTIN KELLOGG, PRESIDENT, UFE INCORPORATED

Mr. KELLOGG. Thank you, Mr. Chairman. I thought that U-S-E as listed in the agenda was a Freudian slip perhaps.

I appreciate this opportunity to provide information to these two committees. My involvement with Voyageurs National Park goes back and parallels with Representative James Oberstar. I have long been involved with Representative Bruce Vento and more recently with Senator Grams and Senator Wellstone on these issues.

I have also served on the Citizens' Committee on Voyageurs National Park appointed by Governor Rudy Perpich and have served on three other committees of major State importance, appointed in those four cases by two Republican and two DFL Governors.

I have been quite interested to hear the statements today about wilderness and snowmobiles. The Voyageurs National Park statute interestingly says there "must" be a wilderness study. It does not say there may be a wilderness study. Any wilderness studies that have been done are because the original legislation says there "must" be.

Interestingly enough, that legislation also says the National Park Service "may" allow snowmobile use, not must allow snowmobile use. I think those two differences really echo and portray the thinking of that legislation.

As I was sitting here listening to Congressman Vento speak, I thought to myself there really is not any need for me to speak today. He kind of said it all. Then my good friend, Congressman Jim Oberstar spoke, and I said I surely must speak today.

Jim, in your comments you spoke about changing the BWCAW legislation. I know we are not here to talk about it, but it is so symptomatic of the issue here. You were going to change that 10-horsepower limit on a certain lake and some other things that were worked out not too many years ago in a compromise. It was a compromise, and it was a compromising process.

When Black Bay was going to be taken out of Voyageurs National Park, that, too, was offered as a compromise. If we do these things, there will not be any more need to talk about compromise. Let me tell you, there is something that is being compromised here, and it is a rare, natural resource. We never talk about moving the compromise in the other direction.

I will address today for you two topics that you have spoken of, the management of recreational use and public access. Regarding recreational use, I have two major concepts to share with you.

The first one has been well spoken of and joined with the near unanimous belief that improving fishing is most important. Everybody who has studied it says it is the water levels, and everybody who studies it says the fault and the problem lie with the International Joint Commission.

I am very pleased that our two Senators are moving ahead on this. I trust that with our two congressmen here as well, Congress will find that it is very easy to move ahead.

I agree with David Dill on this except for one thing. He said it is a long-term problem with a long-term solution. I say it is a continuing problem that needs urgent action for a solution now. I think with our powerful Senate here and our powerful House here, we will get that done. It needs to be done.

The second concept is to continue Voyageurs National Park as a national park managed by national park standards. That is the single most important thing that can be done out of all this effort.

Fishing, camping, boating and snowmobiling are universally available in Minnesota. Natural areas are a unique attraction. A recreation concept will greatly dilute the uniqueness of Voyageurs National Park.

First recognize the vital reality. The opportunity and actuality of public access has greatly increased since the Voyageurs National Park was established. There are many, many, many more $80,000 houseboats in the Park than in 1970. There are many, many more boats of all kinds than in 1970. The National Park Service has provided access, and, interestingly enough, it has provided access that does not cost any Average Joe Citizen anything.

Perhaps we are moving toward the charges that we are talking about. Perhaps we might be even moving toward the various elements of privatization. I do not think that most of these people came to cheer about that.

I see my time has run out. There are many more things to say. I would like to comment just very briefly to Congressman Bruce Vento. We came here today, Bruce, by different roads. You came by the DFL. I came by the GOP. We have traveled far down that road together, and we have come to the same destination. We will leave today as brothers.

[The prepared statement of Mr. Kellogg can be found at the end of the hearing.]

Mr. VENTO. Thank you, Martin, for the comments. They have asked me to question first, so I will.

I just want to thank the panel. I think you have all provided some insight. Obviously I cannot agree with everyone, but Martin and I are obviously on the same track with regards to the history and some of the other issues that affect these great resources in northern Minnesota.

I might say to my colleague that was indicating his opinion that we are not interested in profit, that I am interested in profit. In fact, I think Ray Anderson said it best. All I can do is repeat it and say that you cannot have a sound economy without a sound ecosystem. You cannot have that.

Your welfare in northern Minnesota is absolutely dependent on preserving these. Your grandparents and parents understood that and have done so. Today to do that, obviously you can see what is happening. If you want to be like Brainerd or if you want to be like Pelican or Gull Lake in terms of the development that is going on around there, that is an alternative. That is a particular choice.

I thought the choice was made in the early 1970's and at other times, not always with everyone agreeing. Like the Chairman said, you all have your say, but not everyone can get their way. Those decisions were made.

We are here trying to say what is the best way to manage this particular resource. You know, it is confusing. I think much information has been given here, but we do not know much about the organizations like Mr. Carey's organization, the Citizens' Task Force for Alternatives for Voyageurs National Park.

Who is this group? Who are the citizens? How many members do you have? When do you have public meetings? Does the task force maintain records? Who are you?

Mr. CAREY. I will be glad to answer that, Representative Vento. The Citizens' Task Force on Alternatives for Voyageurs National Park was put together at the urging of Senator Bob Lessard after he visited with the committee in Congress. We put together a number of people from Crane Lake all the way up through Rainy Lake who had concerns over Federal management.

Approximately 50 people were brought into the loop on that, and we have since been working on providing testimony for these hearings that we will also submit in writing, of course. We have been working in order to provide some alternative suggestions.

Mr. VENTO. Thank you, Mr. Carey.

Mr. CAREY. Thank you.

Mr. VENTO. You can provide more for the record, but that is our problem. We do not know who you represent or what you represent. You are obviously on the panel here. That is fine, but we have had a lot of misinformation that has been put out.

There have been some papers that have been put out that are just full of misinformation. The fact is, I do not know who is served by having false information. You know, the series of questions I asked of the superintendent were not by accident in terms of guns being brandished and these other questions. It sounded like rather provocative questions, but the fact is I think it is absolutely clear that the record be clear.

We can differ in terms of how we think the Park ought to be used. Everyone is entitled to their own opinion, but you are not entitled to your own facts with regard to this.

One of the issues, and I thought it was stated pretty well, as I said, was with the number of houseboats that come in. What type of regulations or limits, Mr. Watson, does the Park Service put on boats that can come in here in terms of limiting the boats?

We know the activities. You cannot come in and run a concession, but what are the limits in terms of the number of boats that come in?

Mr. WATSON. None at this time.

Mr. VENTO. None. There are no limitations.

Mr. WATSON. I think there is a limitation when you have licensed Coast Guard operators who have Coast Guard licenses who have commercial use licensing in the Park who have first aide and CPR and went through all the Park Service regulations.

We are told we have visitors who come to the Park, and the tour boat has left for the day. Those people are turned back and said sorry, you cannot go on a tour of Voyageurs National Park because the monopoly is gone. A person like me cannot take those people and show them that precious resource. That is wrong.

Mr. VENTO. In other words, you are saying there ought to be more concessions, but the point is that they waived the fee for the concession because that concession does not even make a profit today. That is one of the points that has to be recognized.

If you are going to have someone that is going to have a profitable enterprise that is going to be there on a continuing basis, you are free to bid for that particular contract, as are others. It is an open process. In fact, there are any number of concession contracts that are open because they are not necessarily profitable.

Mr. WATSON. Can I add something? My business that I bought ten years ago went through foreclosure. It was flat broke. I took it over, and it is far from that today.

Mr. VENTO. I congratulate you.

Mr. WATSON. I think when you have people who have some business sense and give them the latitude to pursue those goals and make businesses operate, it will happen. That creates jobs.

Mr. VENTO. That is why we have a concession process. That is why we have a private contract process so that the Park Service is not providing those. They are being provided through a free enterprise system and an open bidding process.

Mr. JAMES HANSEN. The time of the gentleman has expired.

Senator Grams.

Senator GRAMS. Thank you very much. I just have one basic question because I know we want to move along. It is getting late in the day, and we still have another three panels to talk with.

I just wanted to address one major concern, and I know many on the panel here represent some different views. I wanted to ask just a simple question of all of you to answer.

You can answer very quickly, and that is, is there some common ground that we can come together and work out a new management plan or strengthen the existing management plan that you believe we can have a win/win situation between the groups that are being represented at this table today? Is there this possibility, or do you think that the differences are so great that that cannot happen?

I will start with Mr. Parmeter because you spoke a long time ago. That is the question I want to ask.

Mr. PARMETER. Thank you, Senator. I think there is an awful lot of common ground. I just want to say the issue is not whether to preserve the environment or take care of the environment. The issue is management.

This is not just an area of national significance. It is an area of international significance. One of the things I really want to stress is the vast majority of the surface water in Voyageurs National Park, and I think it is 97 or 98 percent, is subject to a variety of international agreements, yet there is a missing player in the whole equation. That is the government of Canada, who is the other party to these international agreements.

We have legal opinions from the government of Canada that are not favorable to actions taken by the U.S. Government. I think if we look at the existing treaties, which, by the way, are written right into the enabling Act for the Park, I think we can find an awful lot of common ground.

Senator GRAMS. Mr. Kellogg, I would like to go to you. We will go back and forth.

Mr. KELLOGG. Many people here today have spoken about their love for the Park and that they want a park, but it is a national park, and it needs to be managed to national park standards.

There has been nothing new introduced in the equation. The national park standard says a good share of the area (and as their mandate) is to be managed so it will not be destroyed and so the natural resources are protected.

If people can recognize that, then indeed we can have a common ground. Why break up Kabetogama Peninsula with a 12- or 24- or 30-mile snowmobile trail? Why destroy a little one-mile long lake by letting the privileged few who can fly aircraft land on it?

Senator GRAMS. Mr. Carey.

Mr. CAREY. Thank you, Senator Grams. I think that we do have a great deal of things in common, perhaps far more than some people would like to admit today. I believe that there is room to come together on this issue.

One of the things that we have not addressed so far today, at least to any great extent, is the fact that Minnesota owns and has jurisdiction over all of the navigable waters within Voyageurs National Park. That means that anything that we do, Minnesota has to continue to be a major player in any management decision.

I have been listening very carefully and have heard that people want some management changes out there and that they want local people to have some input into management policy.

I believe that if we can come together on that aspect, it does not matter who is managing Voyageurs National Park. It means that people who live here who help pay for this park, and we pay for it, by the way, on a daily basis, unlike people from Minneapolis/St. Paul or other areas of the country.

I believe that with the help of you gentlemen and the help of the local and State governments and local citizens and businesses, we can come to some agreement that will be in the best interest of the Park. Keep in mind, gentlemen, that preservation should not preclude enjoyment, and enjoyment should not preclude preservation.

Senator GRAMS. We have less than a minute and three gentlemen yet. Just a quick response, Mr. Zentner?

Mr. ZENTNER. Quickly, Senator Grams, I think there are possibilities to cooperate and work together. I have had a lot of experience in the last 30 years in discovering that people that had strongly different opinions with me had much more in common when we had a chance to talk.

I would also stress that we must really on both sides be willing to compromise. Both sides must play. We cannot have a situation where if I do not get my way I write a letter to Congressman Oberstar and ask for a new bill.

One of the best things that could happen, in my judgment, would be for the local elected leaders to be positive supporters of Voyageurs. What they have told us so much about today has in fact been a self-fulfilling prophecy because of their continuous negativism.

Senator GRAMS. I yield back my time, and I hope the other gentlemen can interject later.

Mr. JAMES HANSEN. Thank you, Senator Grams.

Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman. I am trying to figure out areas to cover that have not been covered.

Though it is crystal clear that there is by no means agreement, there is going to have to be some give and take on some of the statements that have been made.

I said it at the beginning. We just simply cannot afford to have this. This is an issue that just pits region against region and people

against people. We just have to keep talking and have to keep working. I appreciate the spirit of what you all have said.

Don Parmeter, and there are two Dons here, but I will put this question to you. Martin, this was also your testimony. I am trying to reconcile two different views or two different sets of facts. I think it is important to get this down on the record.

Don, what you say in your testimony is, "Empirical information suggests that the current level is somewhat, if not substantially, less than pre-park levels." Let me just ask you. How many people used the park area before it was a park? How many use it now? What is your data? What is your evidence?

Mr. PARMETER. Senator, there is no consistent prior data. What I am suggesting is I believe the Park Service developed a process in 1978 or 1979. I have done an economic study that gives visitor-use trends from that point on.

What I am suggesting is since there has not been an expansion of the resort community and that numbers have not grown, there have been hundreds of landowners purchased who used to use the Park more extensively.

Those are the kinds of things, but to compare numbers, there were no numbers back prior to the Park that can be used today.

Senator WELLSTONE. So maybe no empirical information? It is a somewhat different point you are making now, which is not, by the way, to catch——

Mr. PARMETER. It is my best guess.

Senator WELLSTONE. I understand what you are saying.

Do you know what? I am going to take the liberty if it is OK, Mr. Chair. I am actually not trying to contradict anybody or to cross anyone up or to embarrass anybody.

While I am asking questions, I would appreciate it if people do not boo or applaud. I am just trying to get some information from Don.

Mr. PARMETER. My best information, and it is a guess, and I do not want to get into a numbers game because I think we'll get in trouble. My best guess is that the level of visitation right now is somewhat less than it was prior to it being a national park.

I think it may be a good idea if the committee would look at an economic study that was viable. I think some of the economic studies done prior to the Park were voodoo economics and the projections. I think that is where the trouble began.

I would support a well done economic study by an economist with credentials. That might be able to solve or answer your question, Senator.

Senator WELLSTONE. Martin, and I am using first names. I hope that is OK.

Mr. KELLOGG. Fine.

Senator WELLSTONE. In the summary of your statement, you make the point, "An important point is that usage of VNP is much greater than in pre-park era and continues to rise. VNP is heavily used, and in the summer the southern lakes seem crowded." Again, maybe you could build on that point.

Mr. KELLOGG. I was an active visitor to the park area in the era of 1965 to 1975 when the Park was established. That included

summer visits and winter visits, including overnight camping trips in the Kabetogama Peninsula.

There really was not any significant usage during that period during the winter. There were a few snowmobiles, but not very many. In the summer, there was nowhere near the amount of boats.

In 1991, my wife and I and two of our young people took a trip around the peninsula in a canoe with a National Geographic author. We were amazed and astonished at the amount of boat traffic that was occurring coming out of the Ash River trail. That is entirely new, I believe.

It is a different class of activity. The boats are bigger, they are going farther, and they are staying in the park area. Those $80,000 houseboats I referred to, there was not that kind of thing back in 1965 and 1975.

Senator WELLSTONE. Mr. Chairman, just for the record then, and I was going to ask Tim, but I am out of time. I was going to ask the question actually to the rest of the panel about how to get back to this whole issue of partnership with local community and how really to improve that. I do not have time.

For the record, it seems to me that what both of you have said is Martin is talking about his impressions of what he has seen, which are important, and then Don said actually we really do not have the numbers pre-park. We really do not have the empirical evidence. Just for the record, I think it is important to just make that clear.

I thank the Chair.

Mr. JAMES HANSEN. Thank you, Senator.

Congressman Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman.

The just-concluded discussion about an economic study is provided for in the bill that I introduced. I think it is important to have such a study to resolve some of these questions and help chart a future for the Park.

Very briefly, I want to ask all the members of the panel. Mr. Parmeter, would you comment, and Mr. Watson, on the proposal that I outlined in my opening remarks where a Voyageurs Park Management Council that would be federally established and consist of local residents, public and private residents, commercial interests and include the superintendent of the national park to formulate the plan for management of the Park with public input and in the process that is inclusive both locally, regionally and nationally?

Mr. PARMETER. Yes. I was in the back of the room, and I heard good things about your proposal. I think they have real merit. I would like to study them.

I have not had a chance to see your proposal in detail, but I would say also that something to build on, and I think you alluded to that in your legislation, is that comprehensive visitor-use plan. We have to look at this thing comprehensively rather than in a piecemeal fashion. That already exists in legislation.

I think everybody I am talking to says that if the Park Service had done that plan in cooperation with State and local government, we would not be here today. We could have solved the problem.

Anything you can do to get things back on track we would appreciate.

Mr. OBERSTAR. Thank you.

Tim.

Mr. WATSON. I would agree with Don. Most of the issues that caused this hearing could have been solved with a citizens' advisory group.

Just an example is this spring and the "no pets" law. In Yellowstone, you drive a car to a campsite with your pet in the car, and you can camp. In Voyageurs National Park, the highway, according to Grace Lee Newton in the Voyageurs Highway Book, is the waterway. If you put your pet in the boat and you access a shoreline campsite on any of the major lakes, it has the same effect as riding in a vehicle to Yellowstone.

In Yellowstone the pet is legal. Here it was legal for 20 years. This spring it was not going to be legal. We were going to have guests ticketed a $50 fine for a pet in the Park. It caused an uproar.

I had guests call me and say well, how many hundreds of dollars do I have to bring along to pay the fines to bring my pet along as part of the family.

Concerning the commercial use of floatplanes, at Kabetogama we have had a fun fest for the last couple of years. We have had commercial floatplane rides over the Park for 20 years.

Plane rides over the Park, which most visitors just absolutely love so they can get the whole perspective, in the spring of 1995 that was illegal. It is illegal right now.

Mr. OBERSTAR. That is why I asked the question.

Mr. WATSON. Those are things that a citizens' advisory group working with the Park Service would solve those problems before they come out, and we would not have to be here. It is a great idea.

Mr. OBERSTAR. Thank you. I will, as I said earlier, formulate this proposal in specific legislative language so people can review it.

In closing, I just want to take a moment to clear the good name of my predecessor, John Blatnik. Bruce Vento just showed me this tabloid that has been circulating which says that to achieve his end objective, Blatnik had to lie to the people of Minnesota.

That is just so manifestly unfair. John is not alive to defend his name. He was the most honorable person to serve in public office. He was a combat veteran. He was an OSS veteran. He served in Yugoslavia behind Nazi-occupied lines. He never lied to the public.

He crafted this legislation to respond to the fullest possible to the local interests. To be quoted in this magazine article, I do not know how that ever came out. I was campaigning for Congress at the time that was written. I know nothing about it.

That statement attributed to him about wilderness on the peninsula is totally at variance with a 10-year involvement he had with Voyageurs National Park to craft and create it. I do not appreciate anyone saying John Blatnik lied. He never did. I want to clear his good name.

Mr. JAMES HANSEN. Thank you, Mr. Oberstar.

I did not have the benefit of hearing a lot of your testimony as I stepped out, but I have four minutes here now. If one of my col-

leagues has something burning in their bosom they just have to say, I would be happy to yield to you.

Mr. VENTO. I was going to say that I appreciate Congressman Oberstar's comment. I knew John Blatnik, and John worked for years in Washington after having served. Whoever the Greater Northern Coalition is should be ashamed of themselves to have put out this type of document.

Mr. CAREY. Representative Vento, the Greater Northland Coalition did not put out that document.

Mr. VENTO. Their name is on it right on the top.

Mr. CAREY. That was a mistake on the part of the Daily Journal. They explained that in an editorial in the Daily Journal, which apparently you missed, on Wednesday.

Mr. VENTO. I do not know, but whoever is responsible for this ought to be ashamed of himself for putting it out. It says the Greater Northern Coalition at the top of the page.

Mr. CAREY. The Greater Northland Coalition did not endorse that. We did not prepare that, and we did not pay for that ad.

Mr. VENTO. Let me get back to some of the specifics that were in the paper. One of the things that came out here, Mr. Carey, was a suggestion that the States have jurisdiction over the waters.

The Supreme Court does not agree with you. The law of the land does not agree with you. Now, you are entitled to your own opinion about it, but that is not the law.

Mr. CAREY. Let me clear up one thing. The Supreme Court has never heard the water jurisdiction over Minnesota's right to those waters. It never got that far.

Mr. VENTO. They have heard similar cases. There is an ongoing issue about it. As I said, you are entitled to your views on it.

It is just like the issue with regard to the pets. I asked the question about the pets, Mr. Watson, of the superintendent. She said that pets have to be on a leash in the Park. They can be in the Park, but they have to be on a leash. Is that correct, Mr. Watson?

Mr. CAREY. Sir, she changed her position on that.

Mr. VENTO. Thank you, Mr. Carey.

Mr. Watson.

Mr. WATSON. I would like to answer that. In the spring of the year, we were notified by the Park that that was going to be a violation this year and that they were only allowed in the Park in developed areas, which would mean the visitors' centers and Kettle Falls, on a leash.

That was changed and backed off because of the massive public outcry that this was something that was wrong.

Mr. VENTO. One of the other things, Mr. Chairman, that has come up is this whole discussion about the Code of Regulations. The point is that the Administrative Procedures Act provides for the establishment and adoption of rules in a law-like fashion and a due process fashion. The suggestion is that there should be some relief to the Voyageurs Park to the Code of Regulations.

It is lost on me. What would we adopt, no Code of Regulations? No input? No due process? No procedures? I know that is not what you want to do, so I am trying to wonder, you know, if we are not going to have rules and regulations, how are laws ever going to be implemented?

Mr. WATSON. When was the last time the Code of Federal Regulations was updated and looked at? It was about 1870. This is 1995. The Code of Federal Regulations was written for Yellowstone Park.

I think that is where Congressman Oberstar's bill is important that you get citizens to look at those things. Rules and regulations, just because they were passed at some time by Congress, have to be changed.

Mr. JAMES HANSEN. I am going to reclaim my time.

Mr. VENTO. OK. Reclaim your time.

Mr. JAMES HANSEN. Mr. Zentner, you wanted to say a word? I will give you 30 seconds.

Mr. ZENTNER. Mr. Chairman, I wanted to ask permission to introduce in the record two newspaper articles that have come to me.

Mr. JAMES HANSEN. Without objection.

Mr. ZENTNER. Thank you.

Mr. JAMES HANSEN. Thank you. We appreciate the panel. It has been very lively and very interesting. I am sure the folks in the next county got half of this one. We will excuse you, and thank you for coming.

Our next panel is one individual, Kathleen McAllister, Forest Supervisor, Superior National Forest. You are alone up there. Can you do this in four or five minutes? We appreciate that.

I turn the time to you.

STATEMENT OF KATHLEEN MCALLISTER, FOREST SUPERVISOR, SUPERIOR NATIONAL FOREST

Ms. MCALLISTER. Thank you. We appreciate the opportunity to provide the views of the Department of Agriculture concerning management of the Boundary Waters Canoe Area Wilderness, commonly referred to as the BWCAW. The BWCAW is truly unique within our National Wilderness Preservation System, and we are proud to have it entrusted to our care.

The Boundary Waters is the largest wilderness east of the Mississippi with just over 1,000,000 acres. It contains nearly 1,200 miles of canoe routes, 16 hiking trails and 2,000 campsites. Legislation allows an exception for motorized watercraft on 18 lakes, or 23 percent of the water surface.

Managing this piece of land as a natural area is not new. Following public hearings in 1926, the Secretary of Agriculture approved a plan which set aside a wilderness area within the Superior National Forest. The Wilderness Act of 1964 created the National Wilderness Preservation System and incorporated the Boundary Waters Canoe Area.

In 1978, following three years of congressional debate, the BWCAW Act was passed by the Ninety-Fifth Congress and signed into law. This Act was passed to provide for the protection, enhancement and preservation of natural values of the lakes, waterways and associated forested areas.

The Boundary Waters is the most heavily used wilderness in the United States. Although it encompasses only one percent of National Wilderness Preservation System acreage, the Boundary Waters account for over ten percent of the use.

Seventeen percent of the overnight visitors are from northeastern Minnesota, 39 percent are from the Minneapolis/St. Paul area, and the remainder come from all regions of the United States, as well as foreign countries. In total, nearly 200,000 people visit the Boundary Waters each summer.

The Boundary Waters is increasingly popular. Use continues to grow every year. During the 1994 season, approximately 65 percent of the available permits were used.

The Forest Service released a new management plan for the Boundary Waters in August of 1993 following three years of intense public involvement. In 1990, the Forest Service invited people to attend open house meetings throughout the State to discuss the management of the wilderness. Written comments were also solicited throughout the midwest, and letters were sent to a national sampling of past wilderness visitors. This resulted in over 1,100 pages of written response from 620 individuals.

Throughout 1991, informal meetings were held with interested parties to discuss the issue of visitor use levels and perceptions of crowding. A task force comprised of interested organizations, associations and other government agencies was formed to discuss the management of the wilderness. Meetings were held with this group during the spring and summer of 1992. More than 4,000 written comments were received on the draft plan and the EIS.

Several significant factors were considered in developing the decisions in the final plan. Among them we considered existing statutes which guide management of the Boundary Waters, Forest Service national policy for wilderness management, research findings, visitor perceptions of quality of experience, economic impact on communities, partners and costs to the agency, public demands and expectations, and the management experience of our wilderness rangers.

The final plan and resolution of the appeals called for a group size limit of nine, limiting the number of watercraft to four per party, maintaining the number of existing campsites at about 2,000, maintaining the existing number of entrance points, reducing the number of overnight groups allowed in the Boundary Waters every day, adjusting the motor use quotas and continuing to overbook for motor use quotas based on the previous years' no show rate. Tow boat use no longer counted against the day use motor quotas, allowing greater permit availability to the general public.

The Forest Service is implementing the Boundary Waters plan according to schedule. Two lawsuits have been filed related to this plan, one opposing changes which are more restrictive and the other opposing changes which are less restrictive.

The Boundary Waters wilderness comprises only one-third of the Superior National Forest. The 2,000,000 acres outside the wilderness contains 1,000 lakes with virtually no restrictions for those who desire a higher level of development and service. There are boat accesses to lakes, accessible fishing piers, developed campgrounds, picnic areas, beaches, auto tours, campsites similar to those found in the Boundary Waters and trails for hikers, snowmobilers, skiers and bikers.

These and many other recreation opportunities provided by the public and the private sector within the forest boundaries play a major role in attracting tourists to this area.

The Forest Service manages the Boundary Waters as part of the Wilderness Preservation System according to the mandates of Congress. The job is challenging, and we try to meet the often conflicting demands of individuals and groups while protecting wilderness value.

We rarely find easy answers; only very, very difficult choices. Decisions are not made lightly. We strive to remain caring and committed as we work with our local, regional and national partners to manage the Boundary Waters to protect this unique resource for future generations.

I would be happy to answer your questions.

[The prepared statement of Ms. McAllister can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you very much.

Senator Grams is recognized.

Senator GRAMS. Good afternoon, Kathleen.

Ms. MCALLISTER. Hi. It is nice to see you.

Senator GRAMS. Just a couple of things. I just wanted to enter for the record, too, if I may, Mr. Chairman, a letter.

[The letter was placed in the hearing record files of the Subcommittee.]

Senator GRAMS. I think this kind of typifies some of the real concerns about the BWCAW, and that is a gentleman who is 75 years old who said he has been fishing in the area for 52 years, and now when the portages or access to the area was closed that he no longer can go there because he cannot carry his boat and whatever to get in there. I think kind of typifies some of the concerns or questions we have.

First of all, were there any areas of the wilderness that were supposed to have any kind of motorized operations at all?

Ms. MCALLISTER. Yes. There are several lakes that are still motorized, and there are two or three motorized portages still in operation, the Loon Lake portage, and there is another portage on the west side of the forest that it is specifically written in the legislation that those would stay in place. The three portages were closed by Court Order.

Senator GRAMS. By Court Order. Who instigated the study or ordered to close these? What began the process that wanted to limit these, and what kind of citizen input, if any, was taken in that decision?

Ms. MCALLISTER. The Forest Service conducted a lengthy study on the reasonableness of being able to use those portages. It went through a long, drawn out process, and we finally ended up with a Court decision last year that said these portages would be closed. We implemented that decision.

Senator GRAMS. When you say a long, drawn out process, and I just ask this because of gentlemen like the one I had the letter from here that say they never were consulted and had no idea that this was being done, I just wondered who you based that expert opinion on and used their testimony or their information to take the next step, and that was to close these portages?

Ms. MCALLISTER. The Forest Service did the study just prior to my time, so I am sort of reaching here, but the Forest Service did the study. We went out, and we used people, some medical experts there.

Again, we determined that this was a very difficult and arduous process, and the motorized portages served a useful purpose. That moved through the process. The decision was challenged in the courts, and the decision that the Court made was that these portages would be closed. We implemented that decision.

Senator GRAMS. I have a note here that says within the context of the management plan of 1994, the Forest Service commissioned a limited economic impact analysis. Is that correct? The Forest Service commissioned a limited economic impact analysis?

Ms. MCALLISTER. Yes, we did that.

Senator GRAMS. Now, it is my understanding that the Forest Service rejected the impact analysis. Is that correct?

Ms. MCALLISTER. No, we did not.

Senator GRAMS. Did you reject the findings of that?

Ms. MCALLISTER. No, we did not.

Senator GRAMS. What did you do with the findings? First, what were the findings, and what has been the decision of the Forest Service in regards to that?

Ms. MCALLISTER. It is a very lengthy study that was done by Dr. Petersen from the University of Minnesota at Duluth.

Senator GRAMS. The objective was to what?

Ms. MCALLISTER. To determine what the impact of the proposed changes in the draft Boundary Waters management plan would have on local communities.

Senator GRAMS. And that is what, increased use of the area or more visitors?

Ms. MCALLISTER. The proposed plan was a reduction in party size from ten to six. I would have to go back and look at all those changes, but it took the proposed decision and did an economic analysis if this was in place what would happen to these local communities.

Dr. Petersen did that study, and we used that study in developing the final decision and the plan. We would be happy to make that available if you would like to have a copy of it.

Senator GRAMS. Was the final management plan in concert or did it agree with the impact analysis, or was that rejected and another plan put in effect contrary to what the economic analysis indicated? Did you follow the recommendations of Mr. Petersen?

Ms. MCALLISTER. They just laid out that these are things that will happen. They said like a .09 percent reduction in revenues in the local communities would occur over five years in a worst case scenario. That is in the plan. We recognize that. We acknowledge that.

The final decision in the plan was again a party size of nine, a four boat limit, maintaining the existing number of campsites at 2,000 and some reduction in the quota.

Mr. OBERSTAR. Will Senator Grams yield?

Senator GRAMS. Yes, I will.

Mr. OBERSTAR. The final management plan did take into account the concerns raised in the economic study. Instead of three parties

of three canoes, four canoes were permitted. Instead of parties of only six, it was increased to nine. There were adjustments made.

Senator GRAMS. Just let me wrap up by asking would you support, along with a lot of requests from many people, to reopen the portages, those three main portages that were closed?

Ms. MCALLISTER. The use figures on the portages are indicating that there are more people going through those portages now than there were in 1992.

Senator GRAMS. Thank you very much. I am not going to ask you to justify those figures, but I have had many calls and letters such as this disputing that fact.

I know many personal friends who use the Park; the one complaint they have had to me is that they have had limited access to the BWCAW. I think that is really the crux and heart of this problem.

Ms. MCALLISTER. I understand that, Senator. Thank you.

Mr. JAMES HANSEN. Representative Vento.

Mr. VENTO. I think that that last point is worth repeating. Supervisor McAllister said that there are more people using the portages with the three portages that were closed than were using it when they were motorized. I guess somebody did not want to hear that.

Could you submit, Supervisor, the information that you have concerning that so that we would be basing our decisions on information rather than on personal feelings?

Ms. MCALLISTER. Yes, sir. We would be happy to do that.

[The information was not received at time of printing.]

Mr. VENTO. Of course, I think the point is that the portages have never been closed. Is that correct?

In fact, what is the method that is being used right now in terms of transporting motorboats over those portages and other canoes or whatever is going over those three portages that are the topic of discussion here today?

Ms. MCALLISTER. The Four Mile Portage is not being maintained, and we do not have a concessionaire. The quota that was going in at Four Mile has been divided up between Newton Pipestone and Prairie Portage.

The concessionaire at Prairie Portage is using a people-powered and portage wheel system to move boats across that portage, and there is a dog sled operation into Trout.

Mr. VENTO. So there are a number of ways so that the letter that we had here, probably there is a means of somebody moving the boat for you if you cannot move it yourself? Is that correct?

Ms. MCALLISTER. Yes.

Mr. VENTO. There are methods. They are up in the air about this, I guess.

The issue is if use is down so much. I was remembering comments as to Congressman Oberstar that we always talked about a million visitor days, but now your numbers indicate that there are 1.5 million visitor days. In other words, there has been a 50 percent increase in the number of individuals using the Boundary Waters in the last 15 years or so. Is that correct? Do you have numbers going back?

Ms. MCALLISTER. Visitor days are always sort of a confusing thing for me to understand with the 12 hours. I guess what says it for me is that in 1985, we had 20,338 overnight groups, and in 1994 we had 27,117 overnight groups.

Mr. VENTO. So that is a substantial increase from 1984 to 1994. The groups that went in numbered 21,000, and it went to 27,000 in about ten years?

Ms. MCALLISTER. Yes.

Mr. VENTO. That is substantial. What are your projections in terms of increased use of the Boundary Waters Canoe Area Wilderness?

Ms. MCALLISTER. Going through that plan process and getting the level of public input that we got and how passionate people all over this country feel about the Boundary Waters, I do not believe that we are going to see that go away. It is only going to continue to increase.

Mr. VENTO. So your point is that if management is so restrictive as has been alleged, and people are saying it is so restrictive you cannot do this and you cannot do that, then how is it that the Boundary Waters Canoe Area Wilderness is the most popular wilderness area in the nation?

Ms. MCALLISTER. It is very popular, and we have some days when we have all of the quotas used up. All of the permits are used up. There are many days when we are not using up all the quotas.

Mr. VENTO. One of the areas of use would be, for instance, in the winter. There has even been an increased use in the winter, has there not?

Ms. MCALLISTER. Yes, there has.

Mr. VENTO. Has the Forest Service itself grown its staff, or is it actually relying on private outfitters and so forth that are outside the areas?

Ms. MCALLISTER. Our staff has reduced from a high of 500 people in the mid 1980's to 206 people today on the Superior National Forest.

Mr. VENTO. So you have fewer people?

Ms. MCALLISTER. And we rely extensively on our cooperators and volunteers and student requisitions in the summer to help us do this work.

Mr. VENTO. So you are already saving money, I suppose, with getting rid of people. Obviously it does not help with communication, though, does it?

Ms. MCALLISTER. No. It makes it difficult.

Mr. VENTO. If you go through the Administrative Procedures Act to make changes, do you provide opportunities for public input under that archaic Administrative Procedures Act, the Code of Federal Regulations? How many comments did you have on the changes of the party size?

Ms. MCALLISTER. Four thousand comments total. Some were on the party size, and some were on many other things.

Mr. VENTO. Four thousand. Did you have public hearings on that?

Ms. MCALLISTER. We did not have hearings. We had these task force meetings. We held public meetings around the State of Minnesota. We requested information in writing.

Mr. VENTO. I understand that it is very hard for everyone to have their say in this particular process. I mean, we could go on forever today. I am sure many from the audience would like to get up here and tell me exactly what they think. In fact, I hear them.

The process is one in which I do not know what more we can do. I mean, obviously there is not always going to be agreement on these issues, but I commend you for the work you are doing there, Supervisor.

Ms. MCALLISTER. And there clearly is not agreement. We have been sued by folks that think we did not go far enough and folks that think we went way too far.

Mr. JAMES HANSEN. The time of the gentleman has expired.

Mr. VENTO. Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman.

Welcome, Supervisor. I want to try and flag this for the next two panels as well. One thing we have here is an obvious disconnect between the experience that people feel they have about the portages and that "feasible alternatives" do not exist and they are not able to use it and they are not able to do something they were able to do versus your numbers and your data on usage. I would very much like to also see that.

I also would say to other panelists that are to follow that if you have different numbers or a different set of figures, I would also welcome the opportunity to see that.

With the Four Mile Portage, is it also the case that there has been an increase in numbers of people?

Ms. MCALLISTER. We are not monitoring that portage. We do not have an operator there. The quota that did go into that portage was divided up between Newton Pipestone to the west and Prairie Portage to the east.

Those parties that were accessing Basswood Lake through the Four Mile Portage are now going either through Newton Pipestone or Prairie Portage.

Senator WELLSTONE. Again, it seems like I am trying really hard to learn as much as I can learn and come up with what I hope will be reasonable positions. Just as I said to Don Parmeter, I was not asking the question to try and trip him up or anything. The same with you.

You say that you really have not been monitoring that, but it does seem to me, especially with Four Mile Portage, to make common sense that probably without the motorized usage there are fewer people that are able to use that.

Ms. MCALLISTER. Yes, sir.

Senator WELLSTONE. Would you agree with me?

Ms. MCALLISTER. Yes, sir.

Senator WELLSTONE. Another question. This has been brought up over and over again to our office, and this has to do with this whole issue of no shows. I would like to just get your perspective on it.

How does the quota system treat the no shows? Is it or is it not true that people make reservations to keep motorized boats off the lakes or not, and how have you been monitoring this?

Ms. MCALLISTER. The whole quota system gets so complex.

Senator WELLSTONE. Right, and I want to learn and understand it.

Ms. MCALLISTER. Good luck. It is a difficult thing to study.

We do monitor. We put people out on floats in the lakes. We talk to visitors as they come through. We check to see if they have their permit or they do not. We can access the records and see which permits were picked up and which ones were not picked up.

Sometimes a person is going to pick their permit up at the Duluth Supervisor's Office, and they do not pick it up there. It shows up at the end of the day in our case as a no show, but maybe they have gone up to Tofte and have picked the permit up at the ranger station at Tofte. It is still there. If someone cancels their permit prior to two days before they go, those permits go back into the system.

In our surveys with the information that we collect, we cannot ascertain that there is any sort of blatant game playing going on out there with the permit system.

When we go back and check the locals, the northeastern permit holders versus the downstate permit holders, we do not find much difference between the level of folks that do not show up.

Senator WELLSTONE. I thank you.

Mr. JAMES HANSEN. Congressman Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman.

Kathy, thank you for being here today. Congratulations on the really superb and professional job that you have done as supervisor of the Superior National Forest.

Ms. McAllister is one of the first women to achieve the title of supervisor of a unit of the National Forest System. She has earned it. She is a professional forester.

In many ways she has a much tougher job than we have, Mr. Chairman. She has to administer the law that we write, and that is a whole lot tougher than trying to write one because you can accommodate all the various views in writing legislation generally, but not when you are carrying them out.

I am going to craft legislation that I think will help you do the job better and make it clearer just exactly what your options are and how to carry them out.

I want to thank you for the superb job you do as supervisor of the Superior National Forest.

Ms. MCALLISTER. Thank you, Congressman.

Mr. JAMES HANSEN. Thank you. We thank you for coming and appreciate your testimony. We will excuse you at this time and turn to the next panel.

Ms. MCALLISTER. Thank you, gentlemen.

Mr. JAMES HANSEN. Our next panel is State Senator Doug Johnson, Representative Tom Bakk and Commissioner Will Mattson. If you gentlemen would please come up, we would appreciate it.

Do we have everybody ready to go? Maybe we have lost your line of sight on the lights. Can you see them all right? I just want to make sure you can see those lights OK.

If you will give this panel your attention, we would appreciate it. We will start with Senator Doug Johnson, the Representative and the Commissioner in that order.

Senator, we recognize you at this point.

STATEMENT OF STATE SENATOR DOUGLAS J. JOHNSON, MINNESOTA STATE SENATE

Senator JOHNSON. Thank you. Members of the panel and Chairman Hansen, let me extend my real heartfelt thanks for you bringing this committee to International Falls. I in my Senate district represent all the Boundary Waters Canoe Area and the vast majority of the Voyageurs National Park. I have been in the legislature since 1971 and so have been very much involved in these issues.

What is really so special is that you found the time to come to International Falls, Minnesota, unlike the previous Chairman of this subcommittee, who I do not believe ever had a hearing so that people in the northern part of the State could be heard directly. Thank you very much.

Mr. Chairman and the congressional delegation, the late Senator Hubert H. Humphrey signed a contract with the people of northern Minnesota at the time of the 1964 Wilderness Act, but shortly after he died other Minnesota congressmen broke those contracts and promises against the wishes of the people most affected, the people of northern Minnesota. They also passed in 1978 BWCAW legislation over the opposition of our local elected congressman, Congressman Jim Oberstar.

In 1978, the preservationists held all the cards at the table. Congressman Bruce Vento and former Congressman Phil Burton broke Senator Humphrey's promises. The so-called friends of the Boundary Waters won for their friends, and my friends lost.

I hope that in 1995, my friends, Chairman Hansen, can be at the table in Washington and see returned some of the economic and recreational opportunities that they lost.

My friends do not want to destroy the Boundary Waters Canoe Area as some extremists claim. As you heard earlier, they are not proposing that mining, logging, commercial or residential development occur in the Boundary Waters or even that all of the BWCAW lakes be motorized. In fact, they are very much opposed to that kind of development.

My friends are the taconite workers and paper mill workers, many of whom could not be here today because they are in their plants working, but they would again like to take their families to Lac La Croix or Vermillion Trout.

My friends are the senior citizens and handicapped individuals who once again want more reasonable access to Basswood Lake. My friends are the loggers and other small businesses who face increasing restrictions on Saganaga and Sea Gull Lakes. Even reasonable environmentalists and canoeists are not opposed to those modest changes we are suggesting.

In conclusion, let me say that unlike 1978, I want to thank you for the opportunity for my friends to truly be heard. We need your help. It is only just and right.

Thank you.

[The prepared statement of Senator Johnson can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Senator Johnson.

Representative Bakk? Am I pronouncing that right? Representative, the Floor is yours.

STATEMENT OF HON. THOMAS BAKK, MINNESOTA STATE HOUSE

Mr. BAKK. Thank you, Mr. Chairman. For the record, Mr. Chairman and committee members, my name is Thomas Bakk. I wish to extend my thanks to you, Mr. Chairman, and to all the committee members who were able to travel here to northern Minnesota for what I hope will be an enjoyable and educational visit.

Mr. Chairman, I am a representative to the Minnesota legislature. All of the area we call the Boundary Waters lies within my legislative district, as well as over 90 percent of the Voyageurs National Park. Today my comments will be primarily focused on the BWCAW as that is the request of the committee.

First, Mr. Chairman, let me provide you with a short profile of the BWCAW. The land area is composed of approximately 1.1 million acres, of which the Federal Government owns about 74 percent. The State of Minnesota owns about 11 percent.

About 15 percent of the BWCAW is covered by water. The Minnesota legislature passed legislation this year, which became law on May 11, 1995, in which the State asserts its claims to jurisdiction over all navigable waters in the State.

Mr. Chairman, when you consider that the State of Minnesota owns approximately 26 percent of the land and water area in the BWCAW, it would seem reasonable to conclude that we here in Minnesota should have some meaningful input in the planning and management process with regards to the BWCAW.

To those who would say the people of northern Minnesota, if given some decisionmaking authority, would ravage the wilderness, let me assure you that nothing could be further from the truth. To those who would speak unkindly of the area residents who live in close proximity to the BWCAW, let me remind them that the local people who reside here were responsible stewards of our land long before the word "environmentalist" made its debut.

We are the people who love the area to the degree that we are willing to make great economic sacrifices for ourselves and our families. Most of us could move from this area and provide a more prosperous environment for our families, both economically and socially. However, we hang on because of our love of the area and the belief that the recreational opportunities the area can provide far outweigh the economic and social virtues in leaving.

The economy of our area is heavily dependent on natural resources. The timber and mining industries have been our staples since this area was settled in the 1800's. We continually suffer from a cyclical nature of a resource-based economy, and our problems are compounded by a Federal Government who, it appears, wants to turn this entire region into a place to visit rather than a place in which a person might wish to live and raise a family.

Since the passage of the Shipstead-Newton-Nolan Act in 1930, the Federal Government has time after time chipped away at the natural resource base of our economy. Most recently, the environmental community has filed lawsuits over timber sales outside of the BWCAW.

If they are successful in these new efforts, we will lose another large portion of our natural resource base. This cannot continue. If

we are not able to scratch out what for most of us has become a subsistence living for our families, we will be forced out.

In addition to economic concerns over Federal land management policies in northern Minnesota, most of the people are always concerned about the social benefits associated with our region. Most people who reside here are multi-use activists. We love to canoe, hike, ski, and most of us also have a passion for motorboats and snowmobiles.

The BWCAW has 1,080 lakes. Currently motorboat use is allowed on parts of 18 of them. This is minimal and does not effect, in my belief, the integrity of the wilderness. The rationale of allowing motors on portions of the lake and not the balance has no reasonable understanding.

Also, we have lakes along our international boundary with Canada in which the Canadians allow motor use on their side, and we do not allow motor use on ours. This makes no sense whatsoever. In fact, I believe this could be a violation of the Webster-Ashburton Treaty of 1842 and/or the Root-Bryce Treaty of 1909.

If it is not a violation in word, a case could certainly be made that our government's actions along our common frontier with Canada are a violation of the spirit in which the treaties were negotiated.

Mr. Chairman, I would like to request that you and your committee immediately begin working and drafting legislation to make modifications to Public Law 95–495. Please consider the following for inclusion in the legislation intended to make reasonable adjustments of the land use in the BWCAW:

1) Reopen the three motorized portages closed in 1993. They are from Sucker Lake to Basswood Lake, from Fall Lake to Basswood Lake and from Lake Vermilion to Trout Lake.

2) In St. Louis County, open to motors Little Trout Lake and open all of Lac La Croix. In Lake County, open to motors Birch Lake and open all of Basswood and Saganaga Lake.

In Cook County on Sea Gull Lake, open the entire lake to motors and remove from law the reference to phasing out of motor use. Also in Cook County, restore motor use to Brule Lake to the condition it was prior to January, 1994.

3) Develop a snowmobile trail along the international border with Canada from Crane Lake on the west to South Foul Lake on the east. Also, allow snowmobile use on interior lakes where motorized use is allowed during the summer.

4) Re-establish permit quotas at 1978 levels. Currently levels are as much as 40 percent lower than allowed under 1978 law.

5) Create a planning and management team comprised of local, State and Federal participants who will have a meaningful voice in the future planning and management decisions that affect the BWCAW. I feel this effort to allow for local and State participation in the decisionmaking process is essential.

Thank you, Mr. Chairman, for the opportunity to testify before the committee. I believe my views expressed today are representative of the overwhelming majority of my constituents who reside in northeastern Minnesota.

[The prepared statement of Mr. Bakk can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Representative Bakk. We appreciate your statement.

Will Mattson, Commissioner, the Floor is yours.

STATEMENT OF COMMISSIONER WILL MATTSON, ST. LOUIS COUNTY COMMISSIONER, AND CHAIRMAN, NORTHERN COUNTIES LAND USE COORDINATING BOARD

Commissioner MATTSON. Thank you very much, Mr. Chair. For the record, my name is Will Mattson. I am a St. Louis County Commissioner from Duluth. However, I am testifying as the current chairman of the Northern Counties Land Use Coordinating Board.

This ia a multi-county joint powers board established in 1993 for the purpose of preparing comprehensive land use problems in the northern third of the State. We recently received funding from the Minnesota legislature for an appropriation of $250,000 to proceed with our land use planning project. We do need, however, a non-State match of $125,000 to obtain the money.

I think it is clear that a lot of the land use problems are the result of a lack of comprehensive and coordinated planning efforts among the three levels of government. It may be, therefore, appropriate, necessary and timely for Congress to consider directing Federal land management agencies to participate with us in this new venture. It seems obvious that the status quo is not working. It is not acceptable to many of our constituents, and it is not acceptable to many locally elected officials.

I would like to briefly describe the makeup of the member counties of the board so you can understand who we are and some of the problems we face. The counties are extremely diverse and stretch geographically from the Red River Valley on the North Dakota border to the north shore of Lake Superior.

The mix of landownership also varies, with some counties having almost all private and mostly agricultural lands, to counties that have mostly forested lands with up to 90 percent in public ownership, such as Cook County.

Collectively, the counties represent a diversity of natural resources that include two national forests, a national park, a national monument, a national wildlife refuge, the headwaters of the Mississippi River, the north shore of Lake Superior, the largest federally designated wilderness area east of the Mississippi River, 45 lakes and rivers along the international boundary that we share with Canada, rich agricultural lands of the Red River Valley, extensive wetlands and peatlands, several existing and proposed national landmarks, three dozen Federal wild and scenic river candidates, a proposed international biosphere reserve, two dozen State forests, several scientific and natural areas and numerous State and local parks and wildlife management areas.

I should also mention that 14 Minnesota counties administer about 2.7 million acres of land in northern Minnesota. It is not surprising then that with a few exceptions, virtually every Federal land use statute and program, every State land use statute and program and, therefore, every land use issue and problem that exists, exists in this region of the country.

We as elected officials, as well as our staff and our constituents, have to deal with these issues and problems on a daily basis. It has been literally impossible for local units of government to keep up with the various plans and programs of Federal and State management and regulatory agencies.

We acknowledge and appreciate the fact that so much of our lands and resources are of a national interest and significance. We are proud of that fact, but we rightfully expect to play a more direct and meaningful role in the disposition of these lands and resources in the future. Our comprehensive planning project is designed to deal with and to accomplish that.

I realize the focus of this hearing is primarily directed at just two of our problems, but I also want to mention that counties in northern Minnesota are struggling with wetlands policies and regulations that were originated at the Federal level.

Over 90 percent of the lands in some of our counties is classified as one type of wetland or another. We need wetlands reform that will allow us more flexibility at the local level so we can develop fair and workable plans. We are beginning this process, but we also need cooperation and assistance at the Federal level.

With respect to Voyageurs National Park and the Boundary Waters Canoe Area Wilderness, I should mention that 90 percent of Voyageurs National Park and 33 percent of the Boundary Waters Canoe Area Wilderness lie within St. Louis County. To the extent that Congress decides that there is a need for county involvement in new management strategies or policies, St. Louis County will be prepared to assist in any way we can.

St. Louis County does have a land department that has a staff of nearly 50 people with significant expertise. The department administers approximately 900,000 acres of land, much of it located within the Superior National Forest. We also have good planning and zoning staff.

Even with these considerable staff resources, we would not be prepared financially to take on extensive new responsibilities without financial assistance. The last thing we as counties would need is another unfunded mandate.

My county, along with our neighbors, Lake County and Cook County, is a party to a lawsuit challenging the management plan for the Boundary Waters Canoe Area Wilderness. Our attorney, David Oberstar, who will appear on a later panel or some panel anyway, will be able to address any specific questions related to the legal complaint.

As I understand it, if the counties prevail in Court, the United States Forest Service may be directed to prepare a new management plan for the area.

It seems to me that there is already too much litigation and too much confrontation on these issues. Something the committees might consider is to direct the Federal agencies to participate in our new land use planning process.

One possibility is that through that process, new management plans for both the Boundary Waters Canoe Area Wilderness and the Voyageurs National Park can be developed. This could be a much more efficient and economical way to solve the problems and

resolve the conflicts; at least I think it would be worth a try. It does not seem like we have a lot to lose.

I can assure you, Mr. Chair, we are willing to work with your committees and the Congress to seek meaningful change that will be beneficial to our constituents, as well as citizens throughout the rest of the State and the Nation.

I will be happy to answer any questions you have.

[The prepared statement of Mr. Mattson can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Commissioner. We appreciate your comments.

I will recognize my colleagues now for four minutes each starting with Senator Grams.

Senator GRAMS. Thank you very much, Mr. Chairman. Gentlemen, thank you very much for being here.

Senator Johnson, I know the phrase is government is of the people, and you and Mr. Bakk apparently are here representing the views of the majority of your constituents by the sound of the response to your statements.

When you talk about broken promises, Senator Johnson, referring back a number of years and promises made before and changes made, what exactly are you talking about? What do you feel has been a broken promise? What changes has the area undergone, especially in recent years?

Senator JOHNSON. I think what I would like to address most specifically is the economic impact from the Boundary Waters Canoe Area legislation of 1978 because I have read from some who have said that there have been very, very dramatic economic gains from that legislation and, in fact, these gains rebuilt Ely.

Let me tell you what rebuilt Ely. Yes, there have been some benefits from that legislation. Some outfitters have done considerably better. There have been some other businesses that have done better, but I think you have to remember that most of the new jobs that were created were minimum wage jobs, and now we are having a problem of no health insurance and other kinds of social problems such as no housing for the new jobs that were created.

In addition, the State, since that legislation passed, has sent massive dollars to Ely. The State has sent grants to the city of some $6.4 million to improve the infrastructure, $1.8 million of loans to businesses, $1.2 million of State money for the International Wolf Center, $4.6 million to help Vermillion Community College grow with new housing and new additions, millions of dollars of tax incentives to get Northshore Mining Reserve reopened and LTD out of bankruptcy. We created a State revenue office to process tax claims in Ely, Minnesota, and it receives 88 percent of its money to run its city from the State.

When I hear about this magnificent rebirth of Ely from the BWCAW legislation, I about want to get sick.

Senator GRAMS. Thank you, Senator. I have to move on. I do not want to run out of time.

Representative Bakk, you made one statement that northern Minnesota would become a place to visit, but not to live and raise a family. I think that is a very important statement and the concerns of a lot of people in northern Minnesota.

One question I wanted to ask is what economic or environmental effects do you see on northern Minnesota if a snowmobile trail was created along the perimeters of some of the border lakes?

Mr. BAKK. Senator Grams, between the 1980 and the 1990 census, St. Louis County alone lost over 20,000 people. Part of that was due to the BWCAW legislation of 1978, part was due to the decline and automation of our mining industry and part to the automation of our paper industry.

We have since turned to try and improve our tourist economy. As Senator Johnson mentions, it is a very poor substitute for high paying union jobs that pay benefits. By having to turn to tourism and try to diversify our tourism economy, we have worked very hard in developing a winter economy.

With the evolution of the newer, more dependable snowmobiles that people can travel further miles, our winter economy has expanded tremendously. It is not uncommon in northern Minnesota right now in the winter to not be able to find a motel room on a weekend night. That can be attributed to snowmobiles.

Snowmobilers spend a great deal of money in northern Minnesota in the wintertime, and expanded snowmobile economy on the border would open up the area to Canadian tourists because there is not a lot of snowmobiling in Canada because they do not have the money to develop the trails.

Mr. JAMES HANSEN. Go ahead and finish your comments.

Mr. BAKK. In addition to the economic impacts, I believe that a trail along the border would have no detrimental environmental impacts whatsoever.

Mr. Senator, I live on Lake Vermillion six miles from the border of the Boundary Waters Canoe Area. A snowmobile trail passes right in front of my yard. I frequently see timberwolves in the wintertime. There is a bald eagle nest on Gold Island less than a mile from my home that has been there since I moved to the lake over ten years ago, and it is still there today. Also, we have numerous osprey with nests very, very close to my home.

Snowmobile use is very environmentally safe. When the ice melts in the spring, it can be truly said that snowmobilers leave no trace.

Mr. JAMES HANSEN. Thank you. I have four minutes coming at the end of the panel, but I think at this time I will exercise the prerogative of the Chair and yield an additional minute to Senator Grams. You get one additional minute, please.

Senator GRAMS. Thank you very much, Mr. Chairman.

I just wanted to pose a quick question to Mr. Mattson. You said you are willing as a County Commissioner to work in cooperation with trying to come up with a co-management plan of the area.

What kind of resources would be available? There is always a consensus that maybe only the National Park Service and Forest Service can provide the best management. Do you agree with that?

Commissioner MATTSON. No.

Senator GRAMS. Good.

Commissioner MATTSON. I am glad you asked. This is the first time anybody from Washington has asked us that question.

We have a land department. Incidentally, this is our Land Commissioner sitting next to me, the chairman of our board, Martin Lepac. We have a land department that employs about 50 people.

Most of the people in there are college-educated, professional land use practitioners. They do not receive one dollar of a tax subsidy. They are strictly run on an enterprise basis only. As a matter of fact, they return to the county coffers about $500,000 a year. No taxpayer pays a nickel for the management of that land.

Those resources are available. We are continually looking for new ways to most effectively manage the multi-hundred thousands of acres that we have.

Mr. JAMES HANSEN. Thank you. My minute has expired.

We will now turn to the gentleman from Minnesota, Mr. Vento, for four minutes.

Mr. VENTO. Thanks, Mr. Chairman.

I just want to say to my former colleague that when I was elected, I thought I was elected to Congress to solve problems. I did not deliver the wilderness issue there. It was passed in 1964. The law was written by Hubert Humphrey.

I do not know what your interpretation is of his commitments, but we have proceeded with that. In fact, Congressman Oberstar and others had introduced bills before I even arrived. The fact is, I picked up the pieces and did what we always do, and that is to write legislation and try to get something done.

Obviously some did not agree with it then, and they do not agree with it today. That is fine. They are entitled to those particular positions. If this is payback time or whatever you think it is, that is up to you.

One of the reasons I did not come here for hearings is because I did not see any reason to because I do not profit necessarily from confrontation. You may, but I usually go places where there are problems to solve and people to work with. That is my point in terms of what I did.

I have been all over this country for hearings. There were not bills introduced, incidentally, to modify it because I think we knew what the resolution was at that time and how it had to be worked on. Incidentally, I did write the law, and I think I do know something about it.

I was listening to Representative Bakk. We have never met. It is good to see your participation. I look forward to getting to know you better.

You made statements concerning the fact that there was a negative impact from the law or the classification of wilderness in the Boundary Waters. I have never seen any objective study that said that.

Do you have anything other than maybe some anecdotal information on that that you could share with me? I need some official objective studies. You made a statement. I am asking you to back it up.

Mr. BAKK. Mr. Vento, I would say that if a region of the State and a large part of the Boundary Waters Canoe Area that is located in St. Louis County loses between 20,000 and 30,000 of their residents over a 10-year span that there is negative economic impacts.

Mr. VENTO. I do not disagree with that, but that is not answering my question. My question was is the reason that that happened be-

cause of the Boundary Waters Canoe Area Wilderness Act, or was it other factors? You have obviously indicated that. You know that.

Let me proceed to another topic. Of course, there is a lot of conjecture in here about what the Courts might rule or what is legal and what is not.

In other words, some have implied on this panel and the last panel that we do not have enough to do in terms of setting landscape policies or Forest Service policies or wilderness policies, but we ought to be setting foreign policy with regards to what our treaties are and the interpretation of them. Obviously most of you are very concerned about that.

The point is, and let me ask a question, you point out certain changes that the Canadians had made with regards to Native American rights largely with regards to motorized use on the border lakes. Of course, that has changed. I understand that. We may have changes ourselves that might occur there because of treaty obligations that we have.

Are you telling us and telling the panel that whatever the Canadians do, we ought to match it?

Mr. BAKK. Mr. Vento, I am a frequent user of Lac La Croix on the Canadian border, and I use my snowmobile there. When there is a road plowed, I use my truck there. The Canadians allow me to do that, but our government draws an imaginary line across the ice. When I cross that line, sir, I am not able to use my snowmobile or my power auger. Sir, that is unreasonable.

Mr. VENTO. What about the issue of other lakes on the U.S. side that are now open or limited open and the Canadians have closed or limitedly closed them? Are you saying we ought to follow that policy on Crooked Lake and Basswood where they closed the lakes because it is unreasonable that you can use a motor on our side and you cannot use it on their side?

Mr. BAKK. Mr. Vento, Crooked Lake is open on the Canadian side to what the Canadians call the first nation people. In this country, we call it the Native Americans. Canada has seen fit to honor the rights of those people. I have not requested anywhere in this testimony that we open Crooked Lake to motorized use in the summertime.

Mr. VENTO. My time has expired. Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you.

Senator Wellstone.

Senator WELLSTONE. Mr. Chairman, let's have everybody cool down here.

First of all, let me respond to my good friend, Senator Johnson, that I do not know ultimately where this takes us except that I think the people that are here today would not be here if they were not serious about some changes that we can agree would be for the better of northeast Minnesota and for all of Minnesota.

When you talked about your friends, I guess I would like to tell you that I consider them to be my friends. I think it is important that in this process they be at the table and that people be heard. I think that is what you were saying.

I guess I am a little skeptical about the "negative" impact of the Boundary Waters. I think there are other factors that have led to a loss of jobs, and I think there are people that can make a very

positive case for the Boundary Waters and its impact on the economy.

Of course, I say this to good labor people like my friend, Tom Bakk. I mean look, we know that tourism and the kinds of jobs that this economy are generating are not the kinds of jobs that are providing the wages that people need or the fringe benefits. They are not good union jobs. That is a national trend. Believe me, that is an issue all over the State of Minnesota. I would not want to just sort of make a one-to-one connection personally.

Let me ask both you and Doug. You talk about the lost economic opportunities. Maybe we can do it that way. What do you all see as some of the lost economic opportunities that have resulted from the Boundary Waters legislation? Could you be specific just to give me some sense of that?

Senator JOHNSON. Mr. Chairman and Senator Wellstone, in a recent analysis that was done, my State Senate district that includes both of these areas had the highest proportion of minimum wage jobs in Minnesota. I was very, very shocked and surprised of that. The type of economy, if there was some created, is not creating a lot of the kinds of good paying jobs that people need.

As an example, the State has just been asked for $1 million to subsidize housing for people in this region. There just has not been the kind of economy that we needed created. That is why we have been working to try to diversify the economy, to get tourism to grow, but also to try to get good paying jobs as well.

Let me just very quickly say, and we do not want this, but could you imagine if you could go log the Boundary Waters and the Voyageurs? Could you imagine if you could go mine the Boundary Waters and the Voyageurs? Could you imagine if you could go and build resorts and cabins in the Voyageurs and the Boundary Waters, the tremendous economic boom?

Senator WELLSTONE. Mr. Chairman, I have made the request to people on all sides regardless of who I am questioning to please let people answer the question regardless of your viewpoint.

Senator JOHNSON. Senator Wellstone, I again have very clearly stated that I am not proposing that. I do not want it. My constituents do not want it.

There has been lost economic opportunity because these have been put aside as national areas. We need assistance with our tax base. We have lost our tax base. It is not only here. I know it is in Utah as well. The Congress has to address that specifically.

Even more than the economics, it is the recreational opportunities that were lost. I have not been back to the Boundary Waters Canoe Area myself since the motor portages were closed.

Senator WELLSTONE. I know that Tom wants to respond, and I am thinking out loud, but I would like to make at least a distinction that I have in my head here today.

In all due respect, and I think this is a disagreement we have on just, if you will, the economic analysis, I think this issue of minimum wage jobs and communities that are hurting is in a lot of parts of this State in greater Minnesota. I can just tell you that.

What I asked you was what would be the alternative economic kind of possibilities. What you mentioned was the very thing you said that you really do not want to see happen. I am still strug-

gling with that question and looking for the answer to that question.

I have seen Ely, and I am not saying that Ely is perfect. No town is. I am not arguing that it is because of the legislation of the Boundary Waters, but there is a lot about that town that has so much going for it for whatever reasons. It does not mean there cannot be more, but I cannot accept the argument that it has sort of been the Boundary Waters legislation that is the reason for not enough really good jobs and good wages.

The second issue is the one you ended on with a considerable strong personal statement. I still am waiting for another answer to another question. I guess that is all I have time to do is say I am waiting for the answers to the questions, and that has to do with the portages, especially Four Mile Portage.

I asked the supervisor. I just used that as one example. It is hard for me to believe that there is a feasible alternative because I do not think it is being used. I do think people have raised some important questions about access. I have not heard the answer to how it is that people can if they are struggling with disabilities or are older or live in the community really have an opportunity to have the access to that motorized lake. I think that is an important question. I have not heard an answer to that one.

Mr. JAMES HANSEN. Thank you, Senator.

Congressman Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman. I will try to be brief.

First I want to thank Senator Johnson for his recognition of my efforts in 1975 through 1978 to craft a bill which I did introduce and which I think, had it been enacted, would have resolved the problems that we are now trying to deal with on the Boundary Waters Canoe Area.

It was a reasonable proposal. It would have allowed some motor activity on only 60 of the lakes and would have left 1,800 miles of continuous paddle-only zones. That is history. We are now here to try to fix the 1978 Act.

I in my opening remarks decided to draft a bill that I have crafted and circulated for comment which I will continue to refine, but it does most of what Representative Bakk wants and most of what I think Senator Johnson wants to do.

What I was grappling with was a way for citizen input. I referenced a proposal to create a management council that would manage the area. You have had an opportunity to look at the language. Could you just make an observation on whether that is headed in the right direction?

Senator JOHNSON. Mr. Chairman and Congress Oberstar, absolutely. That is heading in the right direction. I have seen the draft not in the legal statutory language, but the concept does look good in forming the kinds of partnerships that we need.

I think that was the message in 1994 that people want things done differently. Congressman Oberstar, I think you have the right approach in that proposal.

Mr. OBERSTAR. Representative Bakk.

Mr. BAKK. Mr. Chairman and Congressman Oberstar, I, too, would like to commend you for your efforts in working to develop

some kind of a participatory type management with local people involved.

What is happening and what is going to happen with the current management plan is the regulations of the Federal Government are going to destroy a large part of the culture of our people in this area.

Starting on the first of October, anybody who wants to use the Boundary Waters on a day-use basis is going to have to have a permit. Our people have driven the Echo Trail, the Gunflint Trail, the Sawbill on the weekends maybe with their family to go for a picnic or maybe to go grouse hunting or deer hunting or pick berries. The thought that we cannot get in the car because it is a nice day and travel our region without a day-use permit, Mr. Chairman and Congressman Oberstar, is destroying a part of our culture.

Mr. OBERSTAR. I think if we craft a plan that allows the citizens to participate in the writing of the management plan in a cooperative initiative with the Forest Service representing local, regional, statewide and national interests, we can avoid those kinds of problems. That is my objective to get that crafted and then before the committee.

Thank you very much.

Mr. JAMES HANSEN. Thank you. We appreciate the panel before us at this time. Senator Johnson, Representative Bakk and Commissioner Mattson, we appreciate your excellent testimony and thank you for appearing before us at this time. It has been a privilege to have you.

We will now turn to our last panel, Mr. Todd Indehar, Mr. Bruce Kerfoot, Mr. Bill Hansen and Mr. Paul Schurke. Can we have the panel come up here?

Can we have your attention please? Can we have order in the hall? Let me just state that when we started this I mentioned to you that if you did not have the opportunity to appear before this congressional committee that we would tell you to write in, and we will take your information and make it part of the record.

If you are interested, write this down. You send the copies of your written testimony to Subcommittee on National Parks, Tip O'Neill Building, room 812, U.S. House of Representatives, Washington, DC 20515.

If you have any problems with that just call the office, and we will give it to you. If you want to write the Senate side, they will give you an office to call also.

Let me state that at the conclusion of this panel, as is the custom of this committee, we will ask the members to give a closing statement if they are so inclined. That will be the conclusion of it.

I would assume, members, that you would need what, two and a half minutes? Is that sufficient? Thirty seconds according to the Senator. I will give everybody two minutes. They can go less than that if they so desire. You do not have to include this in your questions. We will give you a closing statement at the end of the questions to this panel.

I have been given another note here, and we are very grateful to the school for letting us use this facility. If you have brought in trash, it is just like all of us who backpack. Take it out.

Also, every time I go backpacking, which I do on a regular basis with my sons, I always say we take out ours and somebody else's, too. You may want to keep that in mind. If someone else does not pick up their trash, maybe you would do it for them.

Now we will turn to Todd Indehar. Can you folks all see the lights all right? You are recognized.

STATEMENT OF TODD INDEHAR, CONSERVATIONISTS WITH COMMON SENSE

Mr. INDEHAR. Thank you, Mr. Chairman, for the chance to testify. I represent the outdoor enthusiasts and local people of Conservationists With Common Sense.

We care deeply about the BWCAW, but the concerns and ideas of local people on this subject are often disregarded and our motives questioned. Therefore, I feel compelled to forcefully address the recent charge made by some groups that the Boundary Waters Wilderness is under attack from us.

Their charge is false. The wilderness is safe. What we are attacking is their idea that the Boundary Waters should only be enjoyed by an elite few rather than the broader public.

We simply ask for two modest reforms: First, that the 1978 BWCA Wilderness Act be revised to accommodate the greater public good; second, that the U.S. Forest Service be made more accountable to the local people.

Our reforms are aimed at rectifying the injustices and healing the wounds from 1978. The 1978 Act destroyed many people's recreational customs and traditions. Lakes and trails used for generations for hunting, fishing and recreation were placed off limits. Family resorts and homes were bought, dragged onto the ice, burned and left to sink in the name of wilderness. To this day, many cannot bring themselves to visit their homesteads.

Local people and motor users now, as in 1978, are painted in the media as "real pigs," "lazy and wasteful," "defilers of the wilderness."

Historian Lynn Laitala noted, "There are words like sexism and racism that describe other kinds of prejudice. There is not yet a term for the dehumanizing assault we locals experienced. The shock and horror of living in Ely in 1978 was discovering how easily one group can wipe out the humanity of another."

Other affected parties were the first nation Indians on Ontario, who were denied their only means of economic survival, motorized guiding of fishermen. The preservationists' unwillingness to compromise led to the government of Ontario allowing the Indians to use floatplanes and motorboats on a third of Quetico National Park, making a mockery of the claim that the border waters are non-motorized wilderness now.

After 1978, local people tried to adapt to the government restrictions, but the relentless drive continued. In 1992, the three portages on which trucks were used to move boats were closed. Many people were impacted, but the hardest hit were those least able to get that kind of gear across those portages.

The rules changed again with the management plan of 1994, a plan almost identical in many significant respects to one recommended by the preservationist groups. The plan drastically cut

public access. Scouts, church groups and families were to be barred because their singing interfered with wilderness solitude, and their canoes were termed visual pollution. Citizens have been harassed for flying American flags in the Boundary Waters because it is against the "wilderness concept."

The reservation system of the Forest System encourages people to buy up permits and makes it difficult to even get one, even though many campsites sit empty as we speak. Their bias is obvious, and we feel they are unaccountable. That is why we ask you for congressional action.

We respectfully ask you to consider the following reforms: Reopen the motorized portages on certain lakes on the border, reform the quota system and create a new management structure. Those have been dealt with by others.

These limited reforms will not damage the environment nor the wilderness experience of most visitors. We understand some wilderness users have little tolerance for others, so our suggestions respect their need for solitude by leaving the vast interior areas nonmotorized. Some purists may object, and even though they will not lose their jobs, homes, recreational rights and ways of life as we did in 1978, we sympathize with them.

It was not so long ago that people with diverse interests all shared this wonderful border country. Someday perhaps we will look back and mark today as the day mutual respect and toleration returned to the border country.

On behalf of all of us who care so deeply for the Boundary Waters, we strongly urge you to act to preserve both its special natural qualities and the outdoor heritage of those who have for so long been its true stewards.

Thank you.

[The prepared statement of Mr. Indehar can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Indehar.

Mr. Kerfoot.

STATEMENT OF BRUCE KERFOOT, GUNFLINT LODGE

Mr. KERFOOT. Thank you, Mr. Chairman. I am a native son of the Boundary Waters country and just finished four years as the national president of our national outfitters association across the country. Our family has owned a resort and an outfitting company here in the area for 68 years.

I come today representing the views of nearly all the outfitters and resorters in northern Minnesota adjacent to the Boundary Waters country.

We all know the Boundary Waters is a large, beautiful wilderness area that we should be proud of, but it has been a troubled area since its inclusion in the National Wilderness System.

It has been a case study for resource and management conflict buffeted between the desires of well organized and strongly opinionated environmental groups, the communities of northeastern Minnesota, the individual users of the area, the outfitting industry, the U.S. Forest Service and the politicians. It is amazing the Boundary Waters has survived, considering this classic mix of far too many cooks.

Last Sunday, the New York Times carried a book review, *Uncommon Ground: Toward Reinventing Nature,* written by William Cronon, a professor at the University of Wisconsin at Madison. A well written statement from that book sums up much of the problem we are addressing today. I quote:

"The dream of an unworked natural landscape is very much the fantasy of people who have never themselves had to work the land to make a living—urban folk for whom food comes from a supermarket or a restaurant instead of a field and for whom the wooden houses in which they live and work apparently have no meaningful connection to the forests in which trees grow and die."

As we all know, the Boundary Waters legislation of 1978 is supposed to be the basis for the management of the area. The major tenant of that legislation, and there are several of us here—Mr. Vento, Mr. Oberstar and myself and many others in the audience—were a part of that well debated, thrashed out, agonizing piece of legislation.

At that point, I think we all concur that the basis of that legislation was based on a physical resource capacity of our wilderness. We developed the carrying capacity of our lands and waters while still preserving and protecting the best that we could come up with.

Many groups have not been willing to live with that legislation subsequently. These environmental groups have changed their argument to one of social capacity rather than resource capacity; that is, social capacity in their view, which represents a very specific, small group of users. The majority have a different opinion.

They have intimidated the Forest Service with lawsuits and appeals to distort and change the intent of our 1978 legislation. Consequently, the Forest Service has made change after change in their management plans that has taken the course further and further away from the intent of the 1978 legislation.

The Forest Service has found ways to reinterpret the legislation and make changes as they please. This includes changing word definitions, changing quota levels without any field study of campsite occupancy levels to justify it, and refusing to solve a major problem with no shows.

I know Mrs. McAllister was asked that question, but "no shows" are right now impacting as many as 40 percent of the potential user group. That means if a permit is not picked up, it cannot be used by anybody else. If it was canceled, it can be, if it was more than 48 hours in advance. That makes a terrific additional restriction that is an unknown commodity to the majority of our people that are managing it and wishing to visit it.

It is kind of a disgrace in our management system that we cannot come up with anything better than that which loses us that many opportunities to visit and still stay within the permit levels that have been established.

Further, the Forest Service has refused to honor the NEPA requirements regarding economic impacts. Their impact study was a sham. First off, it was constrained. Second, it was not honored because many of those changes that she alluded to today were made in the appeal process, not at the Forest level when we had the input from that economic impact analysis.

That impact analysis, even in its restricted form, embarrassed this new management plan to the point of it being unacceptable within the confines of the NEPA process.

I am skipping around a little bit to stay within my timeframe. Just to give you an extreme example of what the Forest Service operates under, the forest fires over on the Gunflint Trail this week at Saganaga Lake dictated that several of our entry points were closed, very appropriately so. Hundreds of people were turned away from their long planned canoe trips.

Even in this exceptional circumstance, the U.S. Forest Service could not be bothered to re-issue unused permits at other entry points that were still open because of this no show circumstance. They left the no shows sitting in the bin and refused to let anybody else use them even in this exceptional circumstance with people stacked up all over the place. As one visitor said, that is out and out arrogance.

This deviation from the intent of the 1978 Boundary Waters legislation, plus a variety of never-ending horror stories, puts the credibility of Congress and the Forest Service on the line. It is yet another example of why average people of the United States are telling Congress they will not allow this to be the way it works.

This is not about wilderness preservation. This is about credibility. We are all committed to seeing that our resource is protected, but we must honor our laws and commitments to each other. That is supposed to be the framework of our 1978 legislation.

The credibility and reputation of Congress can be repaired by making some reaffirmations and corrections: To manage the perimeter lakes as one entity with one rule; allow motorized use in the winter on motorized lakes of the summer up to the first portage; honor the intent of our legislation as far as the chain of lakes is concerned; honor the intent of legislation in allowing motorized uses to remain at the average use level of the three benchmark years; honor the common definition of the word "guest" as was the intent of the legislation and that has been used by the Forest Service until this year; honor our international obligations on open and unrestricted travel to Canada.

Your committee today represents a variety of perspectives, but you have an ability to get the Boundary Waters functioning again properly consistent with past promises, correcting anomalies, assuring reasonable use by the majority of the people and supporting the economic stability of northeastern Minnesota.

It is time to address the needs of the majority of the respectful and caring users, not the opinionated minority who want the wilderness to themselves.

[The prepared statement of Mr. Kerfoot can be found at the end of the hearing.]

Mr. JAMES HANSEN. Mr. Bill Hansen is recognized.

STATEMENT OF WILLIAM F. HANSEN, SAWBILL CANOE OUTFITTERS, INC.

Mr. WILLIAM HANSEN. Honorable Chairman and Members of Congress, thank you very much for inviting me to participate on this panel today. It is a great honor.

I wish I was more prepared, but I have been awfully busy the last couple of weeks with my business, which is the Sawbill Canoe Outfitters located right on the edge of the Boundary Waters Canoe Area on the southern edge, partly as a result of just increased business for the year and partly as a result of the unfortunate fires. We are enjoying our best year in history and are somewhat shorthanded.

I am a newcomer to the area compared to Bruce. This is only my thirty-ninth year at the edge of the Boundary Waters in a family business. We have customers from all 50 States and about a dozen foreign countries, and we have been enjoying about one percent growth per year for the last 20 years or so. That pretty much mirrors the increase of use in the Boundary Waters during that time.

I would argue that the direct economic benefit of the Boundary Waters is growing and significant in this area. It certainly is for my business, and although you can make the argument that tourism jobs are low wage jobs, and in some cases that is true—I hire college students, and many of them have gone on to become doctors and lawyers and, indeed, politicians—the indirect benefit of the tourism economy is not to be discounted.

I look around the table here. Certainly Bruce is not working for a minimum wage. I am not working for a minimum wage. Paul is not on minimum wage, and neither are the teachers that teach my children nor the doctors and nurses that take care of them. You have to take the whole economy into effect.

In fact, I would also argue that there is an indirect economy connected to the Boundary Waters that is very important. My business is in the town of Tofte, which is on the north shore. We are in the town of Tofte, but we are 24 miles north of the grocery store and motels that make up the town.

I am the former president of the Tofte-Lutsen Tourism Association, which is sort of the de facto chamber of commerce for that area. That has been the fastest growing tourism area in Minnesota for the last ten years. Last year was the first time we did not exceed 10-percent growth. Those are hard figures because there is a bed tax, so we can look at those figures. The same is true on a slightly lesser scale for Grand Marais and the Gunflint Trail, as well as Ely.

These are very positive signs. Whether they are because of the Boundary Waters or not, who knows, but it is a positive sign. We are doing something right, and I think we need to be careful not to tamper with that mix too much. It is definitely part of the mix in the economy.

Last year I was invited to be on Governor Arnie Carlson's Task Force for Sustainable Development. That was a very interesting exercise that brought community leaders from all over the State to brainstorm for the future on how we are going to make the environment and the economy sustainable and compatible with each other in the future. This is something we have no choice in.

The conclusion of that panel was that the Boundary Waters Canoe Area is probably the only economy in Minnesota that is truly sustainable today. I would suggest to you that we be careful. If that is the way the State wants to move and the country, and

I think we have to, we should be careful not to throw away those opportunities that already exist.

I agree with you, Congressman Oberstar, that the process does need some fixing. It is not a pretty process, and even today I feel somewhat overwhelmed and my head is spinning because of the process involved here today. There must be a better way for us to compromise and live together.

The fact is, we all have much more in common when it comes to the wilderness than we have in contention. We can argue ourselves to death on motor portages and quotas and snowmobile use, and we can lose the whole thing to air pollution and water pollution while we are arguing. We need to all be cognizant of that.

While it is true that wilderness is not created for economic reasons, I have to say for my own business the quotas have been lowered last year. The quotas in my area were lowered 30 percent. My gross income in my business went down half of one percent last year. We had record profitability.

This year I cannot say what the profitability is yet because I do not know, but we are having a record year in terms of our growth. I have the gut feeling, and the Forest Service could probably confirm this, that actual use of the Boundary Waters is back up somewhere close to what it was in 1993, if not greater.

All that said, I do think somebody needs to talk just for a minute about some of the other values of wilderness because they are very important and very real, and those are the values of solitude, renewal, enjoyment, peace and quiet, nature studies, the joys of catching a fish, the joys of snowshoeing and skiing. There are people who enjoy those things, and they need to have a place to do them.

There is a spectrum of opportunity that needs to be established. Right now the Boundary Waters represents one end of the spectrum, and there is representation of the whole spectrum. Everyone has a chance and an opportunity.

In conclusion, I would invite you respectfully to get a proper perspective on the Boundary Waters Wilderness. It cannot be attained, with all due respect, from a panel like this. We really need to go there.

I have noticed in my lifetime in the Boundary Waters that the people that spend the most time there become the most passionate advocates for it. The people that spend the most time in the Boundary Waters are the most in favor of it.

I would respectfully invite anyone in this room—I would love to have an excuse—to come up and go out on a trip with me. Let's spend some time out there and see what it is really all about.

Thank you very much.

[The prepared statement of Mr. William Hansen can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you very much. The panel wanted to know if that offer was free.

Mr. WILLIAM HANSEN. For you, Mr. Chairman, yes.

Mr. JAMES HANSEN. Mr. Paul Schurke.

STATEMENT OF PAUL SCHURKE, WINTERGREEN

Mr. SCHURKE. Thank you. Honorable Chairman, Congressmen and fellow citizens, I am really honored to be here today. This is a pretty special day in my life.

My wife, Susan, and I and our three young children live just outside of Ely. We have built two businesses in the area that employ about 40 people, a clothing manufacturing firm and a winter lodge, both called Wintergreen.

For nearly 20 years now, I have worked as a wilderness guide. During that time, I have heard lots of arguments as to why we should roll back wilderness protection. Today I would just like to share my responses to the three arguments that come up most often.

The first contends that motors are necessary to meet the wilderness needs of the disabled and the elderly. Now, I have to say that I have traveled the Boundary Waters Wilderness by dog sled and canoe with hundreds and hundreds of people who are disabled or elderly, people who are blind, people from ages eight months to 80 years, people who negotiate portages with wheelchairs, people who paddle with one arm and people who have no use of their limbs whatsoever.

I assure you that these traveling companions savored the wilderness silence and the wilderness experience just the same as I and that the people I travel with find as condescending and patronizing the argument that they need motors.

Mind you folks, I realize there are people who use wheelchairs or are elderly who feel the other way and that they would like the motors, but I am here today to say let's not continue stereotyping and exploiting the elderly and disabled by bringing them into this political argument.

Let me illustrate that. I learned that lesson a few years ago when a woman phoned me to inquire about participating in one of my Boundary Waters dog sled camping trips. She explained that she was nearly 80 and that she had immigrated from Russia to Minneapolis several years back.

She sounded somewhat frail on the phone, so cautiously I said, "Listen, ma'am, maybe we should just take a little dog sled day trip." She said, "Sonny, I survived the siege of Leningrad in 1942 when we burned our cupboards to keep from freezing. We did not have food for weeks. I think I can handle your little dog sled trip just fine."

The second argument that is often heard is that we need to roll back this wilderness protection for the sake of our local economy. That argument had a lot of credibility perhaps back in the days when Ely's economy was faltering, but it is not faltering any more, folks, and I do not know if there is anybody out there that disagrees with this because our town is on a roll. I am proud of it.

I will tell you, when Susie and I moved up here in 1982, we had $3,000 to our name. We have built a business that employs over 40 folks. No one in there is making minimum wage. We started those businesses from scratch. There is a lot more going on in our town besides Wintergreen. We are proud to be a little, tiny piece of the puzzle.

There is a lot more going on. There are Chamber reports that inquiries are up 200 percent. More than 20 new businesses started this year. If you care to look at the State sales tax receipts from the Ely area, you will see an amazingly steep uphill curve. Our town is working just fine, and that is because of the one resource that gives us a marketing edge.

Listen, there are a zillion towns out there with beautiful lakes and rivers. There is only one town that is the gateway to the largest motorless wilderness east of the Rockies and north of the Everglades, and that is Ely, Minnesota.

There are some 200,000 lucky souls that are able to lay claim to a permit to that area each year, and it means a lot to them to be out there in a place that is quiet except for the sound of sled dogs. We know where the sentiments lie of those folks.

One major outfitter in Ely shared with us his recent customer survey. Fully 90 percent of his customers indicated that they would go elsewhere for their adventure travel experiences if the Boundary Waters became something less than a true wilderness. If we let them go, who is going to come?

What about all those people who do not want to visit the wilderness by canoe or dog sled? What about those folks? They are not feeling shut out because they continue to come in ever increasing numbers every year. Boundary Waters area tourism is the largest growing tourism sector in the midwest and has been for many years running, folks.

Consider the phenomenal success of our Wolf Center. Fifty thousand folks last year. Sixty thousand folks this year. The wilderness is our edge, and it has poised us on the cutting edge of two of the world's fastest growing industries, which are adventure travel and nature tourism. It is working, folks.

A third argument that is currently being voiced very loudly appeals to the grassroots popular sentiment that we should return the public land to the local people who know best how to manage it. In that sense it appeals to me, too, but I do not know what I am going to do with that place if they give it back to me.

I do not have $2.2 million to budget for wilderness management like the Federal Government pumps into our region each year. Do we think the counties have a special slush fund to replace that money? I do not think so.

I am further concerned. I do not believe that any of my fellow Ely citizens here want to see that place mined or exploited or turned into a place replete with resorts and condominiums.

I think the people in my community have to work hard to disassociate your efforts from those of this pernicious thing out there that a lot of us are concerned about called "wise use". Now, we know that wise use is backed by big oil money and big mining money. That scares us. It is true. It is Marathon Oil Company.

Listen, I will say this for you. I know that CWCS money comes from local connections.

I am out of time. I will conclude my statement by saying that there are others out there. I am not saying that CWCS is drawing money from big oil. I am just saying that there is a connection that is being made there.

I know your money comes from mom and pop folks giving a dollar and a dime and a ten dollar bill. I do not dispute that, but there is an overriding connotation out there that somehow is connected to something that is much bigger than returning the land to the rightful local people.

[The prepared statement of Mr. Schurke can be found at the end of the hearing.]

Mr. JAMES HANSEN. Thank you, Mr. Schurke. We appreciate your statement.

Can we have order? May we please have order? We appreciate the very interesting hearing we have had today. It has been fascinating. Some of the folks have really been able to bring out the best in all of you, which we appreciate.

Let me just say that we will now have the delegation ask their questions, and then we will excuse the panel and have two-minute concluding remarks, and then we will stand adjourned.

We will turn to Senator Grams for the first questioning.

Senator GRAMS. Thank you very much again, Mr. Chairman. I am going to ask a quick question of Mr. Indehar and Kerfoot, and then I would like to have a response from Mr. Schurke and Mr. Hansen, of course.

First of all, I think one of the biggest issues that we are talking about that has been contentious on both sides, difference of opinions to say the least, is the motorization of a couple of portages which are really the bottleneck to the BWCAW that really can limit or constrain the use.

Mr. Indehar, could you describe that situation and why it is so important?

Mr. INDEHAR. I can describe why it is important to our members. I am not going to get into the economic argument.

Our membership is strictly comprised of user groups, users of the Boundary Waters. Unlike everyone else on this panel, we do not have an economic interest. We have a social and recreational interest.

With that said, I would like to first say that a lot of people do not understand truck portaging. What we are talking about is using a truck to move motorboats, people and gear from one motorized lake to another within the wilderness.

People are unaware that in our wilderness, only 11 areas are motorized, 11 lakes out of almost 1,100. There is no road access to the two lakes in question, and Congress long ago contemplated the issue of motorized use of the Boundary Waters. That is a non-issue that was settled to some extent.

We are talking about three portages out of literally thousands of portages in the Boundary Waters. They are important for two big reasons. One, they are the only reasonable access to our traditional forms of recreation. I resent some of these cheap shots and attacks that somehow our form of recreation is less worthy or noble than some other forms of recreation.

I should mention that Basswood and Trout Lakes are perhaps two of the finest freshwater fisheries in this country. Shutting those portages greatly reduced that access.

I would also, if I had time, like to take on the Forest Service about her figures on portage use because I know those are inaccurate. If you want me to elaborate, I will.

Senator GRAMS. I have to move on, but if you could just wrap it up quickly?

Mr. INDEHAR. One quick thing. I want to make the point also that I think it is a cheap shot to say that we are exploiting disabled and elderly people. We have many disabled and elderly people in our organization.

The only way for some of them to get into the wilderness is over these portages. They do not all want to go with a teenager or somebody with a ponytail and an earring in their ear. They have a right to be independent and have access to that resource, too, without having to pay the fees to some group who specializes in doing that.

Senator GRAMS. Thank you very much, Todd.

Paul, I would like you to respond quickly because this is a very big, contentious issue of having a motorized access, especially at a real big bottleneck. It really can restrict a lot of use for a lot of people.

Your response to that? There is no bending, in your judgment, of having a motorized area?

Mr. SCHURKE. I think we need to look at it. I think there is some concern that needs to be addressed here. I think, for example, the fact that my sled dogs are upset that other sled dogs got the job at the Trout Lake Portage needs to be addressed.

In all seriousness, I agree that it does need to be addressed. I think there is some concern, and I think that the portages can be fine-tuned. I do not know that wholesale changes are needed, but we do need to accommodate those who want to get across those portages and have been denied access because the way it was being done before does not work for them.

I am open to sit down with anybody from Ely or any place else, and let's see if we cannot come up with something that works.

Senator GRAMS. I wanted to ask Mr. Kerfoot a quick question. You brought up the issue of no shows.

Mr. KERFOOT. Yes.

Senator GRAMS. I know that that is a big concern because there are some charges that a lot of reservations are made by people that never intend to keep them, but only to use up the permits that are there.

Are these permits paid for at the time they are reserved or at the time they are picked up?

Mr. KERFOOT. Paid for at the time they are reserved.

Senator GRAMS. At the time they are reserved, so the people are then paying for the right not to use it if that is, in fact, happening?

Mr. KERFOOT. That is true. Unfortunately, by virtue of the laws of the land, we cannot charge very much for that. At the moment we are constrained on how much those permits can be costing.

Senator GRAMS. But what you are asking then or looking for in this is to have a certain time when those permits would have to be picked up or they could be available because there are many people who travel great distances and are shut out at the gate because they are unlucky enough, as Mr. Schurke said, to get the permit?

Mr. KERFOOT. That used to be the plan, and it worked very, very well.

Senator GRAMS. Thank you very much.

Mr. KERFOOT. It for some reason has been dropped.

Senator GRAMS. Thank you very much.

Mr. JAMES HANSEN. Thank you, Senator.

Representative Vento.

Mr. VENTO. Thank you, Mr. Chairman. Mr. Schurke gets almost as much response as I do, Mr. Chairman.

In any case, I think that the panel has been helpful in terms of discussion. I saw one cut which pointed out that we have 50,000,000 acres of land in Minnesota. We have 1,000,000 acres that are non-motorized and 49,000,000 that are motorized. I think the point is this area is very unique, and clearly there are issues that need to be addressed. We have worked hard on this in the past. It is good to hear some positive news.

I do not know what the economic benefits would be. Nobody wants it to cause great economic harm when they write a landscape policy. I would just point out that part of the law in 1978 provided for substantial dollars for those that were impacted in terms of buyout. It provided for a timber program and growth programs that were coordinated by the State of Minnesota that were of substantial benefit to the area and that Congressman Oberstar and I worked hard to get the funding for. I would take a second seat to Jim on seeking the funding, but I think that they did help a lot.

I guess you can go on with the economic arguments. My point is that the economy in this area is very, very important, and I understand that, to the local community. It is just that when we are doing land classification we are not trying to justify great economic gains by virtue of it. That is the major point that I wanted to get across.

With regard to the wilderness ideas, one of the things that we did was to set up a wilderness training center in Montana, and in fact we trained wilderness rangers on how to function in the wilderness regarding no trace types of activities. Training in this area is very, very important, and it obviously means training ourselves.

As you said, I think it is right that there are a lot of people that are not familiar with what goes on in a wilderness area because they come from increasing urbanized and suburban and urban areas, so they are not familiar with what happens in these areas.

Obviously looking at this is one thing, but opening the whole question of 1978 up again is obviously not something that I would accept. We have to accept facts, and we have to deal on facts.

Nobody wanted to hear the answer that Supervisor McAllister had with regard to the portages, the information that exists with regards to use. We need objective information. If you are going to make allegations about this, we need to have objective information concerning what the impacts are and what we are doing.

In fact, I think the policy path here has been contentious, and perhaps we could have or should have had additional hearings in terms of oversight on it. I am willing to admit that shortfall, but what I have heard from this panel and the past ones is I have

heard a lot of controversy and a lot of political vindictive, but I have not necessarily heard a lot of facts.

Mr. Schurke, how many people do you actually outfit that go out into the Boundary Waters?

Mr. SCHURKE. I am strictly a winter outfitter. We have approximately 500 folks that come up to spend about a week at a time traveling the winter wilderness by ski and dog sled.

Mr. VENTO. And most of them come from outside of Minnesota or from Minnesota?

Mr. SCHURKE. About 45 percent are from the State, 20 percent from overseas and the rest from throughout the United States.

Mr. VENTO. Mr. Hansen, what about your numbers?

Mr. WILLIAM HANSEN. Our numbers are about 60 percent Minnesota and about 40 percent elsewhere in the United States.

Mr. VENTO. Mr. Kerfoot, did you want to add any of your numbers?

Mr. KERFOOT. As far as my business activity or the economics?

Mr. VENTO. Where do they come from, the participants?

Mr. KERFOOT. I think we are all pretty consistent. Certainly more of them out of State than in-State. Most of the in-State folks have equipment.

Mr. VENTO. How much more, Bruce? You have seen this. How much more use?

One of the problems with permits is that people take permits, and then they all concentrate at the popular areas. How can we disperse the use in a more general way to afford more opportunity for individuals?

Mr. KERFOOT. The plan identifies to that and sees that that happens. Since there are fewer available, they have to disperse.

Mr. VENTO. But is it not a fact, of course, that they have to restore some of the areas that have been used? Does the footprint of use of a campsite not leave a lot more damage to some of these fragile areas within the Boundary Waters?

Mr. KERFOOT. Remarkably little. When you think of the 2,000 campsites that we have out there, and I do not care if it is our resource here or resources elsewhere in the country, there is a certain degree of rotation that is necessary on those campsites just in good resource management.

At no time in this last management plan have there been any strong statements made of resource degradation. It is mostly a social value choice.

Mr. VENTO. A social value choice where they are selecting to locate? Is that correct?

Mr. KERFOOT. No, a social value choice as to the argument of how many people are to be allowed in.

Mr. VENTO. This is one of the few wilderness areas, Mr. Chairman, where we actually put in a permit system. It is necessary here, I think, and justified on the basis of the numbers that were used. We do not have these types of limits in other types of wilderness.

Do you think that we could go without limits here, Mr. Kerfoot?

Mr. KERFOOT. It is very necessary, but we also have the most complex, convoluted and screwed up system in the Nation with this

no show rate that prevents people from showing that are claimed as warm bodies.

Mr. VENTO. I paid attention to that, and I think that that is something that we could resolve by making certain that the capacity is not used up by no shows. I think that is a good area where we would be able to work with the superintendent or the supervisor.

Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you.

Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman. One thing I wanted to point out, and then I want to get down to some specific questions, is there is not anybody, and I think we ought not to lose sight of this, but I have not heard one person today say that they want to end wilderness designation for the Boundary Waters. Nobody has come in here and said that. We ought to remind ourselves of that just so we understand what we agree on. Within that framework, I guess I wanted to ask you, Todd, and maybe Bruce as well.

You said, and I almost feel like I should give the supervisor an opportunity to respond, but we can get the numbers from her. You said that you feel like, given the closing of the motorized portages, and you were pretty strong about it, it is not true the numbers of people that are using the portages and getting across has gone way done. I can prove it.

I do not mean this in an accusatory way, but what is your evidence for that?

Mr. INDEHAR. I understand what you are saying. First of all, I do not have any numbers with me today. Conservationists With Common Sense deals with many people involved with the wilderness resources, and one of those groups of people are U.S. Forest Service cooperators, namely trust portage operators.

Senator WELLSTONE. Yes.

Mr. INDEHAR. One of our truck portage operators at Prairie Portage has gone to incredible lengths to make sure that he could keep boats going into Basswood because the ultimate reason, in our opinion, that the portages were closed were not for any environmental reasons or anything like that. It is just that some people do not like motor boats on some of these lakes.

He made a decision to go to incredible lengths to try to keep that open. He now has a gang of six young men pulling a contraption to get boats and motors across. The guests that come have to help.

I talk with him regularly about these issues. He has told me that his numbers are down since the closure of the truck portage. He knows because he is pulling them by hand. He used to pull them by truck.

I know the Four Mile Portage numbers are down. Nobody is going over that. Nobody can go eight miles in a day. Finally, on the Trout Lake Portage, I just talked with the portage operator moments before I testified, the former portage operator and the person who issues all of the permits for that entry point. Its numbers are down, too.

I do not have the stats, but I have what I believe to be very solid evidence.

Senator WELLSTONE. I appreciate that, and I understand where you draw your information from.

I would say to the supervisor, and I would not ask her to have to come up, but I would be interested in getting a hold of your numbers, too, because I do want to keep in part my focus on the portages because of what has been said.

I certainly appreciated your testimony, but there is one question I want to press you guys on, and I think maybe, Bill, you are the one to ask on this.

In your testimony you say, "Wilderness is valuable for its own sake." I think the two of you have done a pretty effective job of laying out your framework and your philosophy.

I want to focus on this Four Mile Portage because I also heard from Paul saying something like, "Look, not everything is perfect. Maybe there are some things that can be fixed."

You are an outfitter, and you know the Four Mile Portage. Without a motor, is there a feasible way to get across Four Mile Portage? Is there?

Mr. WILLIAM HANSEN. I will defer to Paul on this because I am not familiar with Four Mile Portage.

Senator WELLSTONE. Again, I am not trying to throw open the whole question. Look, I deeply appreciate the Boundary Waters and what it is all about, but I am troubled by this question because I have not heard an answer really to that question.

Mr. SCHURKE. It would be pretty tough to go eight miles in a day pulling that boat by hand.

Senator WELLSTONE. So this might be an area that we should pursue in terms of, "Look, some things need to be fixed."

Mr. SCHURKE. I do not use it. I do not know. Again, I am sorry. I cannot answer that.

Senator WELLSTONE. I am raising the question in the spirit of what kinds of areas people might be able to come together on.

Mr. SCHURKE. Senator Wellstone, if I might interject? Because I am not a summer operator, I do not know this from a business perspective, but I do get out there myself.

I think, and correct me if I am wrong, folks in the audience, but I think what we really need to sit down and talk about is Prairie and Trout. I think we need to look at what is happening at Prairie and Trout more so than Four Mile. I may be wrong, but that is just what I am hearing.

Senator WELLSTONE. I understand that people talked about all three portages. I just focused on Four Mile because it is an example to me. It is a small example that maybe tells a larger story where maybe there can be some changes that would be very consistent with what I think most of us believe in. That is the only reason I raise that.

Mr. SCHURKE. The destination that you reach on the Four Mile is similar to the destination you can access through Prairie. That perhaps is why Four Mile does not come up quite as often in discussions, but let's look at it. You bet.

Senator WELLSTONE. OK. Thank you.

Mr. JAMES HANSEN. Thank you, Senator Wellstone.

Congressman Oberstar.

Mr. OBERSTAR. Mr. Chairman, I think it is about time to give you the iron pants award. You have sat here patiently through this whole day and listened carefully and have been very even tempered with everybody. I really appreciate your chairmanship. I have been in that position myself in the past, and I greatly appreciate your conduct of the hearing.

Mr. JAMES HANSEN. Thank you.

Mr. OBERSTAR. I think we could fairly conclude that throughout this day what people are talking about is a mid-course correction for both the Voyageurs National Park and the Boundary Waters Canoe Area.

It is time for a re-assessment to make adjustments, fine tuning that will resolve these raw issues that stir emotions deeply and powerfully on both sides of the issue. It is not in the best public interest that such raw emotions, such deeply felt feelings should divide the body politic. I think that we can bring those matters to a conclusion, and this is the process by which we get there.

I would just ask one question of the panel. You have seen my proposal, though not perhaps in detail for a management council for Voyageurs, and also for the Boundary Waters Canoe Area.

With seeing only the outline that I have given so far and without knowing how it would be spelled out in legislative detail, but that is the form that I would suggest, what would be your reaction?

Mr. KERFOOT. I am reasonably familiar with a comparable plan in water recreation up on the Delaware Water Gap. I think, Bruce Vento, you have been involved with that legislation initially when you were helping solve a problem that the Park Service had up there.

Mr. VENTO. Not me.

Mr. KERFOOT. You would be surprised. Your name is on it.

In any case, it was a very effective, and continues to be a very effective, piece of management tool that works in concert with the Park Service.

Coupled with your experience in the fisheries, I think we have the beginning of something that may eliminate a lot of this polarization and solve problems before we get to the point where we are totally fussing with each other.

Mr. INDEHAR. Can I comment? I would like to say that my good friend, Paul Schurke, who I live with in Ely and know well, I think he mis-spoke in regards to that exact issue when he said that we want to give control of the Boundary Waters to local people. That is what I think Paul said.

Nobody is asking for that. We are asking for a partnership. We are asking to have a voice. Obviously there is a national interest, and obviously the impacts of Federal land management policy fall disproportionately on those who live nearest the resource.

I think it follows that it is reasonable to have a partnership voice more than just an advisory and input voice; in other words, a management partnership. If that is the direction in which you are going, I am all for it.

Mr. OBERSTAR. Thank you.

Mr. WILLIAM HANSEN. Mr. Chairman and Congressman Oberstar, I would applaud an effort to involve more citizens in the management of the Boundary Waters if it were done in a fair manner

and involved all the stakeholders, including visitors that come from far away.

I would like to see it be a consent process, as opposed to a consensus process, because we are not going to come to a consensus on this, but there is room for cooperation and consent where everyone gives a little and everyone gets a little. I would applaud that effort, and I applaud your efforts in that regard.

Mr. SCHURKE. Representative Oberstar, I also applaud your initiative. No one is prouder than I am to be from Ely, Minnesota, and no one is prouder than I am that after throwing my hat into the fray on this issue just over a week ago, unlike 1978, I have been able to sit down and cordially discuss it with folks in our town, including Todd Indehar and others whose feelings are different. We have all done it in the politest of manners.

I think your initiative is only going to further the case that we are a more mature town and are a more mature region. We can discuss things and make it work. I applaud you for furthering that process. Thank you.

Mr. JAMES HANSEN. We thank the panel. Why do you not just stay there because we are going to wrap up in just a moment. Unless you just cannot stand to sit there any longer, we will wrap up and just have short closing statements by all the members of the delegation.

We will start with Senator Grams.

Senator GRAMS. Thank you very much, Mr. Chairman. While I was sitting to make this closing statement, I just wanted to jot down some of the thoughts that I had about what we have accomplished here today or things that we have done.

The bottom line is I just wanted to assure all the groups that are represented here today that the reason that these hearings have been held is that we want to ask for your continued input and your continued advice.

I want to assure you that I will rely on the citizens and groups from northern Minnesota, as well as all of Minnesota, and not just so-called objective suggestions from government agencies such as the National Park Service or the Forest Service. You all have great concerns on the future of the Voyageurs National Park and the BWCAW. You all are concerned about its future.

I think one thing is that if we can agree that we have much more in common than where we disagree, but on those areas of disagreement they are very controversial and very high profile. I do believe that there has to be some kind of a common ground. I think as Bill just mentioned, if not consensus, consent.

As we all know, I think solving one idea will always come at the expense of another. That is why we have to meet in this middle ground.

I want to thank all the members of the panels that have put in so many hours here today waiting and testifying in one of the coldest spots in the Nation.

I appreciate that, and I appreciate the members on this panel, my companions in the House and Senate. I want to thank you very much for taking time to come up here and hear the concerns of all Minnesotans dealing with these two very beautiful areas of the country.

Thank you very much.

Mr. JAMES HANSEN. Thank you, Senator.

Congressman Vento.

Mr. VENTO. Thanks, Mr. Chairman, and thank you especially for your patience today and the work. I look forward to the continuing hearings on this that will occur in Minnesota and in the Nation's capitol.

It is an important issue. These are enormously important assets, and they are the assets of all of us—that we want to take care of. We have made some commitments to this. We have invested tens of millions of dollars in these areas. It is important that the American people and the establishment of a park, the establishment of wilderness and national forests remain.

Today I suppose many of these hearings touch on a whole complex of issues that many of you live with each day. I and other members of this panel have worked extensively on some of the policies that affect you in Washington. It is good that we go out and see what the impact is here today, to find out your feelings, to find out that there is a lot of emotionalism here.

There is a lot of mythology and there are a lot of misunderstandings that have to be dealt with concerning what is happening. That is why I insisted upon having and getting the facts with regards to the issues that we consider. We cannot and should not make policy on the basis of feelings. We have to make it on the basis of facts.

I hope that as we go through we will be able to ferret out the accuracy and what the real impact is rather than just simply the statements that do not contain that. I have been satisfied. It is a catharsis, I suppose, that before we conclude we have to get everything out in front of us in terms of everyone venting their hot air before we can conclude or come to a policy conclusion. That is part of the process. Nevertheless, in the end I think we have to decide what the real factors are.

I know that there are differences of opinion, Mr. Chairman, on how many snowmobile trails there ought to be on Kabetogama and how much motorized use. The fact is, if you want a park you have to treat it like a park. You have to give the Park Service the tools.

If you want a wilderness, you have to establish that principle. You cannot go back. Other wildernesses do not have extensive motorized use. In fact, this wilderness is very unusual in many respects. I think the Chairman can attest to that and the policies and the wilderness that we have established.

Do you want another political subdivision of government between the State and you, between the Federal Government and you? That is something you have to think about very carefully in terms of accountability. We have had advisory groups that for all the best of intentions do not apparently do the job at the State level, at the national level.

I just would caution that sometimes this reaching out for the gold ring is not quite so easy in terms of making the issues go away. They are there. They are real. The problems and concerns of maintaining wilderness are tough issues. They are not easy ones. We cannot do it on a de facto basis any more. We have to do it for real. The policy changes can have and do have real impact.

I thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you, Mr. Vento.

Senator Wellstone.

Senator WELLSTONE. Thank you.

Mr. JAMES HANSEN. That is a new record.

Congressman Oberstar.

Mr. OBERSTAR. Mr. Chairman, I sure hope it is raining out in Kerfoot country on the Gunflint Trail. Maybe we can put that fire out.

We did not put any fires out here today, but we did not fan the flames any larger. As Chairman, it will probably take the wisdom of Solomon for you and for your counterpart, the Chair of the Senate subcommittee, to sort out all of these conflicting statements.

I hope over the next several weeks that we can help you do that with refinements to the bill that I have introduced, crafting a bill for the Voyageurs Park and crafting a bill for the Boundary Waters Canoe Area that will set a framework for a reasonable resolution.

I can say that for Chairman Hansen coming here, it is probably a great experience because most of Utah averages five inches of precipitation a year except for the mountains, which gets on average 50 inches, and that is mostly snow. It is the second driest State in the nation.

I hope he has had a great experience here. I hope he caught some fish so that he will have a good feeling about northern Minnesota when we want him to come back or revisit this issue.

Finally, there are those of you who I know are wondering what does this hearing mean? Will it go anywhere from here? I served as a subcommittee chairman for 14 years until the change of leadership in the House. I worked with Congressman Tom Hagadorn as the ranking Republican on my subcommittee, Congressman Bill Clinger, then Congressman and now Speaker Newt Gingrich for two years as ranking Republican on my subcommittee. We always came to a resolution of issues. We worked on a bi-partisan basis.

I worked with now Chairman and then Congressman Hansen on legislation to put limits on liability for aircraft manufacturers. We reported the bill twice out of my subcommittee in two separate Congresses. Finally, in the last Congress together we crafted a legislative strategy that got that bill enacted.

The result was that the general aviation manufacturing industry is reborn. Thousands of jobs are being created because we worked together on a legislative solution to make a difference in the lives of people and re-establish America's pre-eminence in general aircraft manufacturing.

We can do the same with the two issues of Voyageurs and Boundary Waters. Chairman Hansen is a fair, reasonable, thoughtful person, and I know that today's hearings will lead to a realistic, practical and workable outcome.

Thank you, Mr. Chairman.

Mr. JAMES HANSEN. Thank you.

Let me thank you folks for allowing me to join your Minnesota delegation and spend a few moments with you and feel of your spirit and get the impression of what you are doing.

Last January, I had the choice of being Chairman of the Research and Development Committee on Armed Services or being

the Chairman of Parks and Public Lands. Sometimes I wonder if I made the right decision, but let me say the one on R&D you are sitting there talking literally billions of dollars, and it is an arena of giants with a vested interest of who is going to get a bid on the B–2 bomber, on the F–22 or something that is very vital to the defense of America, but it is not anywhere near as much fun as it is being the Chairman of this committee where I can go around America and see America working.

I saw a little sign up there that said, "Shhh! Wilderness Working." We could ad lib that this is how America works.

Basically we come in and talk to people who have strong feelings and passionate feelings. I do not know anything that people have more passionate feelings on than when we talk about our parks and our public lands. That strikes the heart of all of us because we all love it. In fact, we love it to death.

Somewhere we have to come up with a compromise. I agree with what my colleagues have said. I appreciate you folks for joining in on this, but let's go to the biblical thing in Isaiah where it says, "Come let us reason together." I think maybe we can do that without hard feelings.

I hate to use another biblical phrase, but in Ecclesiastes it says, "Money answereth all things." In Congress, that seems to be the problem we always have is having enough money to go around to take care of these things.

I want to thank you folks. I appreciate you coming together. I hope you talk together. I hope you reason these things out. Let's keep the temperature down and the thought process up, and we will do all right in this.

Thank you very much.

[Whereupon, at 4:20 p.m. the subcommittee was adjourned and the material submitted for the record may be found at the end of the hearings.]

VOYAGEURS NATIONAL PARK AND BOUNDARY WATERS CANOE AREA, PART II

SATURDAY, OCTOBER 28, 1995

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS, COMMITTEE ON RESOURCES,

Washington, DC.

The subcommittee met, pursuant to call at 10:04 a.m., in the Auditorium, Central Senior High School, 275 Lexington Parkway, North, St. Paul, Minnesota, Hon. James V. Hansen (Chairman of the Subcommittee) presiding.

STATEMENT OF HON. JAMES V. HANSEN, A U.S. REPRESENTATIVE FROM UTAH AND CHAIRMAN, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS

Mr. HANSEN. Good morning.

I am Jim Hansen, Representative of the First District of Utah and Chairman of the Subcommittee on National Parks, Forests and Lands. I am pleased to be joined today by my colleagues from Minnesota, Martin Sabo, Senator Wellstone, Senator Grams, Congressman Vento, Congressman Oberstar in listening further to the concerns of the people from Minnesota about Federal land management at Voyageurs National Park and Boundary Waters Canoe Area Wilderness.

Two months ago, we held a field hearing in International Falls and listened to testimony from the National Park Service, Forest Service, locally elected officials and other persons directly affected by the management practices of the Federal agencies in these two areas. Today, we will be conducting further oversight hearings as we listen to four panels of witnesses on these issues.

We are at a very preliminary state in the legislative process on these issues, and although several bills have been introduced which at least partially address the topics of today's hearing, legislative action is not currently scheduled on any of these bills.

I was very impressed at our first hearing with the interest in these areas and the obvious importance that both Boundary Waters and Voyageurs hold for the people of Minnesota. Certainly the volume of mail which the Subcommittee has received attests to the significance of these places.

Not only through your voices at this hearing but also through your able representation back in Washington, DC, in the person of your delegation, your views will be reflected in any further action taken by this Subcommittee.

Recognizing that we could not possibly hear from all of the interested persons, regardless of how many field hearings we would hold, we will leave the record open for two weeks after this hearing. If you wish to provide input to the Subcommittee on these topics, please feel free to write us.

Now you'll notice over here on the right, there is a cardboard box. And if you have written information you would like to leave us, we would be very appreciative if you would drop that in the box if you have it with you today. If you do not and you want to write us, would you please write this address down:

Subcommittee on National Parks, Forests and Lands
814 O'Neill House Office Building
U.S. House of Representatives
Washington, DC 20515

We appreciate your attendance here and your courtesy.

Now let me state that I noticed up in International Falls as well as here, there are very strong feelings on this issue. We understand that. I know nothing is closer to our hearts than the lands of America. We also know that in a democracy everyone has his say but not everyone gets his way. We also realize that there is a certain amount of courtesy that goes along with this. I know some of you feel very, very strongly about certain areas and that is fine with us and we understand that. Some of you will be inclined to boo or cheer as you hear the speeches from various people here. Keep in mind that we will offer anyone the courtesy that wants to write us and we would feel if we could be courteous through this, it would sure help out in getting the work done.

Also, we are kind of on a tight schedule. When we put our witnesses up, if you will all notice there are three little lights over here. We are going to give them what time they need, most of them have said they can do it in five minutes. If they go over a little bit, we are not going to get uptight about that. When the green light goes on, they start speaking; yellow light goes on, we are saying wrap it up; when the red light goes on, we may have to say the gentleman or gentlelady's time is up. We have all got to go other places, just like you folks do.

So if we are going to intersperse this with a lot of cheers and boos in the middle part, that will count on their time and we will not have time to do it. However, if you just cannot control yourself and you have got to cheer, OK, let her rip.

I know how that is. I do a lot of these hearings around America and I know how strongly you feel. I feel like cheering and yelling sometimes myself. But I think the best thing we could do is if you could try to control that a little bit, it would sure be helpful, and we would appreciate it.

I am going to turn to members of the congressional delegation here for brief opening remarks. We will first hear from Senator Rod Grams.

STATEMENT OF HON. ROD GRAMS, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator GRAMS. Thank you very much, Mr. Chairman, and I sincerely thank you again for taking time to visit the State of Minnesota and for the dedication you have shown for the hearing of the

thoughts of the citizens outside the Washington beltway, and also for allowing me to be a part of this hearing today as well. So on behalf of the citizens of Minnesota, again, Chairman Hansen, thank you.

Once again, Members of the House and Senate and many concerned Minnesotans have gathered to discuss Voyageurs National Park and the Boundary Waters Canoe Area Wilderness. And as we know, these two areas of special significance are nationally known for their unparalleled splendor and beauty.

While all Minnesotans agree on protecting these areas for future generations, there is a wide disagreement on how this should be done. Over the past six months, I have listened to the debate in Minnesota about the recent legislative proposals regarding Voyageurs and the Boundary Waters. At the same time, I have heard strong disenchantment from many, especially in northern Minnesota, who for years have felt that the U.S. Forest Service and the National Park Service have denied them proper respect, proper access to and the proper use of these areas.

In response to these concerns, I requested a joint Senate/House hearing in International Falls to discuss these issues. I believe that hearing was fair and balanced. As we heard from many witnesses that day, it is clear that indistinct lines of communications coupled with a lack of understanding on the part of the Federal agencies have done much to aggravate this controversy. Today, I expect we will hear many of those same concerns. I also anticipate that we will address many of the same questions raised at the earlier hearing, questions regarding the original land use intents of the Voyageurs and the Boundary Waters Area, the legitimacy of certain recreational pursuits, the accountability of the Park Service and the Forest Service, the amount of motorized activity in both areas and the adequate amount of public involvement in Federal land management decisions.

One area that need not be discussed in this is the possibility of opening these areas to mining, logging or development. That is something that all sides oppose and therefore, it should not be an issue.

Whatever options are discussed, we must all remember that the government should be accountable to the people it represents. Any attempt by elected officials, the National Park Service or the U.S. Forest Service to stifle communication is unacceptable and incompatible with the ideas of an open democracy that we all cherish. All of us serve at the pleasure of the people and we owe the people the truth. We must also never forget the impact that decisions imposed by the Federal Government have upon citizens living near Voyageurs and the Boundary Waters. Unlike those who visit these areas on a temporary basis, northern Minnesotans must live with Federal decisionmaking every day. We must remember that we are talking about what is taking place in their back yard. And for this reason, northern Minnesotans deserve a legitimate and meaningful voice in the decisionmaking process.

Now as a senator who represents all of Minnesota, I will work to ensure that their voices are not ignored. I am confident that our witness panels will discuss the issues before us on a rational and objective basis and as Vice Chairman of the Senate Parks, Historic

Preservation and Recreation Subcommittee, I look forward to taking part in today's proceedings. I thank all of the participants for their willingness to join us today in this process, and Chairman Hansen, thank you again.

Mr. HANSEN. Thank you, Senator Grams.

As the Chairman of the Committee, I really appreciate the two senators being with us. I hope you folks realize that they worked late last night on legislation and they had to make an extra effort to be here and it is great that the two of them could be here.

Senator Paul Wellstone, we will now turn the time to you, sir.

STATEMENT OF HON. PAUL WELLSTONE, A U.S. SENATOR FROM MINNESOTA

Senator WELLSTONE. Thank you, Mr. Chairman.

Mr. Chairman, first of all, let me thank you for the hearing, and I would also like to thank all the people that are here from Metro and other parts of Minnesota and northern Minnesota. This is a very, very important issue for my State.

I would like to say one thing at the beginning. This is just off the top of my head, but I want to make this clear to everybody. Mr. Chairman, I am disappointed to say the least that this hearing—and this was certainly the case in International Falls, a very fine hearing we had in International Falls—regardless of what the Chair of the Senate Energy Committee says, this is an official Senate hearing as well. The Senate needs to hear from everybody.

I would like to say to everybody here that when we had the hearing in International Falls, I was very appreciative of the fact that people came and, as the Chairman said, you know, people have very strongly held feelings and views. But from my point of view, and I think this goes right to what is going to happen here today—this is going to be my appeal to everybody. The Boundary Waters and Voyageurs is a very personal issue to all of Minnesota. There may be some people who believe that this is some kind of a political wedge issue, but I want to tell you right now, this goes beyond anybody up here, this goes beyond any individual, this is all about Minnesota. We are not going to have the same kind of wars and fights and ugliness and threats that you see in some other States—that is not Minnesota—and we are going to bring people together.

It is very, very important that we bring people together. We have to.

Mr. Chairman, let me also just make the same appeal that you made at the beginning. At the risk of getting people angry at me, I want to be consistent and in International Falls, regardless of who was testifying and what was said, I said when I had the opportunity to question people, I would just appreciate it if there were no boos. I think it is a mistake, I hope we do not do that—I really do. I hope you do not do that.

Mr. Chairman, there are a couple of things I will finish up with, unless you want me to filibuster—I am pretty good at that.

I do think that there are a couple of areas, and I will not go through them now because we want to get right to the testimony, where I have a whole set of questions. And the reason I have questions and the reason I am seeking information is that I think that

is the only way you can be a responsible legislator and that is part of what this hearing has got to be about.

And then the second point I want to make—in the spirit of the importance of Minnesotans coming together and not going through the same bitter, hateful, regional fight that we had before in our State, I would like to just leave and have this as a part of the record, or finish my opening statement with an interesting piece that Marshall Humberger had in the piece that he had in the Timber Jay, and he concluded this way: "We should sit down here back in Minnesota to draft a reasonable settlement that could actually work as long-term policy, rather than relying on the folks in Washington to once again determine the area's fate." This was in the Timber Jay on October 16. An interesting piece in terms of what Marshall was trying to push for, which was, listen, the importance of Minnesotans coming together and building some kind of consensus.

And then Milt Knowles' piece was in the Duluth News Tribune yesterday and then apparently also today in the Star Tribune and I think it is just worth considering these words. "We know the traditional political and legal means of resolving disputes in an adversarial process in which there is a winner and a loser will not produce a lasting solution to the Voyageurs Park issue. I propose we use conflict resolution which has been used with success by private organizations and government agencies. Dispute resolution has been used in Minnesota to resolve controversial environmental issues such as citing of controversial wastewater treatment plants and incinerators plus wildlife management and outdoor recreation issues."

Mr. Chairman, the only thing I can say today is I look forward to this, I think you have got two journalists who have some very interesting proposals. My plea to my State, a State that I happen to love dearly and everybody else in here loves dearly, is we have got to do this the Minnesota way and one way or another everybody, we have got to come together—we have got to come together.

[The prepared statement of Mr. Wellstone follows:]

PREPARED STATEMENT OF HON. PAUL WELLSTONE, A U.S. SENATOR FROM MINNESOTA

Mr. Chairman, I thank you for your continuing interest in Minnesota's public lands and for agreeing to hold these two hearings on Voyageurs and the Boundary Waters. I am delighted to be here, and look forward to hearing today's testimony.

On August 18, we had an excellent hearing in International Falls, a hearing that was not only occasionally loud and raucous, but was also informative, helpful, and long overdue. It is my hope and expectation that the hearing we are having today will complement the testimony given in International Falls.

These are highly emotional issues in Minnesota. Regardless of where people come down on these issues, one thing is for certain: Voyageurs and the Boundary Waters are very personal to Minnesotans. Having spent some time in those beautiful areas, I understand why.

I have said it before and I will say it again: we can not let these matters continue to divide our State. People in Minnesota must come together. That has been our history and it must be our future.

This is the way public policy should be developed, in the context of a broad-based participatory process which gives everybody a chance to be heard. Too often people have felt left out of the decision-making process on these issues and I am determined not to let that happen again. This is the kind of policymaking to which I have dedicated my life—thoroughly decentralized, focused on locally-based solutions.

I think there is a temptation out there to see the debates over Voyageurs and the Boundary Waters as part of the intense disputes over land use issues you may have read about in some of our western States. Incidents where instead of sitting down and resolving differences in a civil, productive fashion, people have resorted to threats, violence, and intimidation. But this is Minnesota and we are better than that. These hearings are proof that we can be better than that.

Oversight hearings like this and the one in International Falls help us—both the public and Members of Congress—to frame policy choices, to understand the questions that need to be asked and answered before those choices can be made. One important set of questions that was raised in International Falls revolved around the environmental, economic, and social impacts of the current status and management of Voyageurs and the Boundary Waters on their local communities. However, despite the often fiercely held opinions on all sides, I do not believe that we have sufficient reliable, credible information. And the same goes for the environmental, economic, social and other impacts of any proposed changes. It is my hope that in today's testimony, witnesses will provide some of this information, and that as this process moves forward, we will be able to develop a more credible and complete body of evidence on which to base our review.

I would, for example, like to see more information on the usage rates of the three formerly motorized portages in the Boundary Waters. While the Forest Service has provided data on the use of them, those numbers are in dispute. If the Forest Service's information is incorrect, I would like to see more and better information on the use levels of these portages.

We in Minnesota must proceed on this sensitive issue in a way that avoids creating further divisions within our State. We may want to consider something like what Marshall Hernberger of the *Tower and Orr Timberjay* recommended in a recent column. The main gist of the piece was summed up in this sentence:

"[W]e should sit down here, back in Minnesota, to draft a reasonable settlement that could actually work as long-term policy, rather than relying on the folks in Washington to once again determine the area's fate." *Timberjay,* 10/16/95.

Then again, yesterday a letter to the editor was printed in the *Duluth News-Tribune,* written by Milt Knoll, the chairman of the Citizens Council on Voyageurs National Park. He has a similar view. He wrote:

"We know the traditional political and legal means of resolving disputes in an adversarial process, in which there is a winner and a loser, will not produce a lasting solution to the Voyageurs Park issue....I propose we use conflict resolution, which has been used with success by private organizations and government agencies. Dispute resolution...has been used in Minnesota to resolve controversial environmental issues such as siting of controversial wastewater treatment plants and incinerators plus wildlife management and outdoor recreation issues." *News-Tribune,* 10/27/95.

I encourage Minnesotans to consider such an approach. A Minnesotan approach might enable us to more creatively address and resolve these issues. If Minnesotans were to undertake such a process, we would need to pay special attention to who should be doing the sitting down and what issues they would address. I would ask all of you here today to give this idea some thought. It may be one way to deal with a very complex and deeply felt Minnesota problem.

Mr. Chairman, I look forward to hearing from the witnesses.

Mr. HANSEN. Thank you, Senator Wellstone.

We will now hear from our colleague of 15 years on the Committee, and former Chairman of the Committee, Bruce Vento. Bruce.

STATEMENT OF HON. BRUCE VENTO, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. VENTO. Thank you. Thank you, Chairman. Thank you all for your welcome and your presence here today. I would just say that we are obviously in an overflow situation in the auditorium. I appreciate the interest and your willingness to respond, Chairman Hansen, to a hearing in this area that was requested actually by most of us in the House delegation.

We are in an overflow situation here. Normally when we have hearings the signs are all left outside. I see a few signs, a few pad-

dles up, and I just hope that you will consider lowering them if they are bothering others, you are going to get tired of holding them up, even the American flag. We love it, but I think that for safety and for the courtesy to others and so forth, we would ask that you would be careful with the way you handle them. You know, I am not telling you you cannot hold up your sign or whatever, but I just think you ought to think about what we are involved with in terms of those signs and the others around us.

I again would repeat the point in terms of courtesy. We want to be heard at the hearing and we want the points to be made. Obviously your presence is very, very important. I wanted to thank the Central High School Principal, Mary McBee, for making this facility available.

St. Paul Police Chief Finney has helped make some arrangements for all of our safety here today and I appreciate that because we cannot use the facility without that.

As I said, I requested this House oversight hearing and I recognize the personal commitment that the Chairman has made, the Committee staff and others, to hold this hearing and very much appreciate the effort of my Minnesota colleagues who have joined me today and the Subcommittee. I want you to know that your effort is appreciated by everyone who is here, as you can see, and those who want to be heard. All of us want to be heard on the future of this significant Minnesota resource, some of our nation's crown jewels.

The fact is that the Boundary Waters Canoe Area and Voyageurs belong to everyone and everyone should have the opportunity to participate and express their views, either through their testimony or their presence today.

The August hearing in International Falls certainly touched a nerve and has galvanized a statewide debate, again, on the future of these resources. I and other members of the delegation have been inundated with mail on this issue, and other contacts. I have had this issue raised at virtually every public event in which I have participated in the past three months, whether it was senior town hall meetings or booyas or picnics, people have all buttonholed me to urge Congress to frankly keep its hands off this natural resource.

Mr. Chairman and members, they want to leave the essential compromises and park and wilderness protections in place.

Responding to the ongoing debate, a public poll was conducted by St. Cloud University. That scientific survey, which I would like included in the public record, underlined the popularity of these lands and stated that over 80 percent of Minnesotans believe that Voyageurs and Boundary Waters should be managed with the current level of protection or with even greater levels of protection.

Mr. Chairman, in essence, Minnesotans are telling us that we did the right thing when we designated these parks and adopted the wilderness designation and by overwhelming numbers, they do not want us to backtrack now from these hard-won commitments.

When Congress acted on the Voyageurs Park and the Boundary Waters, they considered and did respond to local concerns. There was not absolute agreement; there were significant compromises. Unlike other wilderness areas, the Boundary Waters wilderness

left major popular lakes open to motorized use. In addition, to meet the challenges in the management of the area, the law authorized technical assistance for local communities and commercial operations, as well as an expanded timber harvesting program for the rest of the Superior National Forest. Those commitments have been and are being kept. With the Voyageurs National Park law, Congress took great lengths to ensure that within the management constraints of a park, local recreation access continues. Floatplanes and motorboats have access to all the major lakes and there are over 100 miles of snowmobile trails within the Park. In addition, Congress, at a later date, enacted legislation to transfer land in order to allow hunting at Black Bay.

I recognize that these concessions were not enough for some, and for others they were too much. The law authorizing the Boundary Waters and Voyageurs were compromises, and as history has shown, they have worked and are working. Use of the Boundary Waters, America's most popular wilderness, is up 60 percent since the 1978 law was enacted.

Mr. Chairman, there is no reason to reopen these issues, no reason for Congress to micro-manage professional superintendents and supervisors who are doing their job there. I would urge the committee to resist the political temptations and leave the Boundary Waters and Voyageurs alone. Conservationists compromised in the 1970's and 1980's, but they cannot compromise now. We cannot compromise the integrity of these park and wilderness resources. We cannot and should not adopt policies that put the special qualities of these national crown jewels at risk or adversely affect their character.

Minnesotans want our children and our children's children to hear the cry of the loon in the stillness of the wilderness. We want them to see the moose and the deer and the wolf packs howling in the stillness of the Kabetogama Peninsula. We want them to see the raptors soar over this great park and wilderness, not just for ourselves but for all Americans.

Mr. Chairman, Minnesotans want these fragments of America's landscape, three percent of our State, preserved for the future as a legacy and our American heritage.

Thank you, Mr. Chairman.

Mr. HANSEN. We will now hear from the dean of the House delegation from Minnesota, the Honorable Jim Oberstar. Jim, I will turn the floor to you.

STATEMENT OF HON. JAMES OBERSTAR, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. OBERSTAR. Thank you, Mr. Chairman, and again, thank you for coming again to Minnesota. This is getting to be a regular stop for you. I want to again congratulate you for the judicious manner in which you conducted the hearing in International Falls, hearing all views and maintaining decorum and balance throughout the hearing. You have proven yourself a very distinguished and judicious chairman.

In this dual issue or these dual issues of Voyageurs National Park and Boundary Waters Canoe Area, there are two constants in the ever-renewing debate. Opinions tend to be deeply held and very

emotional and debate tends to be fraught with misinformation. Today's debate is no different from that of 1975–1976 over Boundary Waters Canoe Area or 1964 or of 1949 or the 1930's. And the same goes for Voyageurs National Park. Since both of these resources lie in my congressional district, I think I understand the issue on both sides as well as anyone, perhaps better than most.

I think just from the standpoint of historical fact, I want to set the record straight on Voyageurs National Park. I know that legislation and I know that resource. I was administrative assistant for my predecessor, John Blatnik, when the legislation was crafted, attended dozens and dozens of meetings and hearings held all throughout the north land to take views of people for and against. And there was a very considerable and vigorous "against" establishing a national park.

But in the end, on a bipartisan basis, an agreement was reached on establishing Voyageurs National Park. This was to be a year-round use facility. It was to be accessible to motors in the summer and the winter in contrast to the Boundary Waters Canoe Area to the east, largely a single-use area. Without the legislative commitments made and the understandings reached among the people, particularly for access to the Kabetogama Peninsula, which had, for decades, been used for snowmobiling to the interior lakes for winter fishing, we would not have crafted Voyageurs National Park. There were calls for hunting within the Park and trapping. Those are incompatible with the Park. We stood up to those calls and appeals. There were many other requests for uses incompatible with a national park and those were set aside.

In the end, the legislation made it very clear that this was to be a park open to motorized uses. Shortly after establishment of the Park, however, the National Park Service, relying on one provision of the bill that became law to authorize a study of wilderness, began to manage the Kabetogama as though it were wilderness—it was not and it had not been so established by Congress.

Increasingly, people who in good faith assented to establishment of Voyageurs National Park, lured by the idea that this was going to create economic growth and development in the surrounding area, sold their homes, sold their resorts, were increasingly frustrated that the Park was being managed in a manner incompatible with the original understandings—ultimately Kabetogama Peninsula virtually closed off to snowmobiling.

I propose when you make a deal, you stick with it. We made a deal and to stick with that deal, it is clear we need legislation, and so I have introduced a bill that will re-establish the snowmobile trails to the interior lakes on the Kabetogama Peninsula.

You do not have to agree with that.

In 1978, when the Boundary Waters Canoe Area Wilderness legislation was crafted, it also left open the opportunity to use three portages by mechanized means to access lakes on which motors are permitted. In an unfortunate court interpretation of the term "feasible"—that is, those portages were to be used by mechanized means unless no other way was feasible, the court interpreted "feasible" in a very, very narrow and restrictive manner, and I think that the original intent was frustrated, the understanding of people

was that those portages would continue to be accessible by mechanized means.

If there are lakes in which motors can be used, but you cannot get motors into those lakes, you create a glaring inconsistency. I propose to very soon introduce legislation to re-establish the mechanized portages into those lakes.

Finally, to restore public trust——

Senator WELLSTONE. Mr. Chairman, could I be recognized for a minute—could I have the microphone?

Mr. OBERSTAR. I have the floor.

Senator WELLSTONE. But I would like to just say——

Mr. OBERSTAR. I am not yielding and I just ask all of you to be patient and to listen. And one of the problems here is that you do not listen.

Mr. HANSEN. Mr. Oberstar has the floor. Mr. Oberstar, go ahead.

Mr. OBERSTAR. I am going to conclude by admonishing the people in this audience that the folks who live in northern Minnesota are not jack pine savages. They are the ones who protected that area. They are the ones who made it the beautiful area that it is today. They are the ones who live there, preside over it, who protect it themselves. And the sooner you begin to understand that, the sooner we can live as one State.

Mr. HANSEN. Thank you, Mr. Oberstar, we appreciate your comments.

Folks, hang on, hang on, hang on. We are going to have a long day here, we will all be hoarse before this is over. Just enjoy it.

Senator Wellstone, if you have——

Senator WELLSTONE. Thirty seconds.

Mr. HANSEN. Thirty seconds.

Senator WELLSTONE. I do not know if this could be done, but I still think it would be a lot better if people strongly support what somebody is saying—people can cheer, but why not on all sides, let's just not do any booing. OK? I think we would be better off, we really would.

Mr. HANSEN. There are strong emotions here and we realize that, but let us just kind of hang together, we will get through this OK.

We are fortunate to have with us Martin Sabo, past Chairman of the Budget Committee and the past Speaker of the House in Minnesota and I feel strong about that because I was past Speaker of the House in Utah. So Martin, good to see you and we will turn the time to you, sir.

STATEMENT OF HON. MARTIN SABO, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. SABO. I want to thank you, Mr. Chairman, thank you for being here, thank you for having a hearing. And I look forward to hearing the testimony. I do not think we need more speeches.

But let me just also suggest what other people have said. The Chairman is being very open in allowing cheering. That is not normally what happens in legislative hearings.

This is not a rally. There is response that is appropriate for folks who are having a rally on whatever side they are. But if folks insist on booing—I would frankly say even cheering, that is something that is not normally allowed in a hearing. If that happened in the

House gallery, the sergeants would be there to remove people. So please be courteous.

You know, I think one of the most terrible things that is happening in American politics today is the meanness that goes to it where we make people we disagree with villains. We have just got to get that out of our system. It occurs in our institution, but there are going to be people here, I am not sure what they are all going to say, they are going to be on opposite sides of issues. Let us listen. Maybe, Mr. Chairman, we should let everybody have a big boo and a big cheer and then please hold it until it is over. But please be courteous to people.

[The prepared statement of Mr. Sabo follows:]

STATEMENT OF HON. MARTIN OLAV SABO, A U.S. REPRESENTATIVE FROM MINNESOTA

I want to thank Chairman Hansen for holding this Twin Cities hearing regarding the Voyageurs National Park and the Boundary Waters Canoe Area. The Voyageurs National Park and the Boundary Waters Canoe Area are important to all of Minnesota. Following the International Falls hearing in August, this second hearing in the metropolitan area provides an opportunity for Minnesotans living in the central and southern parts of the State to participate in the committee's consideration of these important issues.

Voyageurs National Park and the Boundary Waters Canoe Area (BWCAW) are crown jewels among our Nation's public lands. They are precious, and I believe we have an obligation to protect and manage them so that they remain wild and beautiful for the sake of our children and future generations.

However, today we are here to listen—to hear all citizens' views.

I am concerned about the increasing meanness in American politics today. It has no place in our system, and I believe we must restore civility to our public debates. There is a long, sometimes unpleasant, history of strong feelings and disagreement among Minnesotans about Voyageurs and the BWCAW. However, I ask that everyone in the audience be courteous and respect the speakers giving testimony, regardless of whether you agree with their views.

Mr. HANSEN. Thank you for your comments.

Martin, if I may respond to your comments, it reminds me—I hunt pheasants a lot, I have two German short-hairs and they are always so eager to get out of the truck and run that we run them behind the truck for two hours or an hour before—in fact we are running behind the truck here for the first opening statements to get that out of our system and sort of get to the serious here in just a minute.

I apologize to Bill Luther, I did not see you come in, Bill. Bill Luther, as I understand, is the newest member of your delegation and we are pleased to have him with us and we will turn to Bill at this point.

STATEMENT OF HON. WILLIAM LUTHER, A U.S. REPRESENTATIVE FROM MINNESOTA

Mr. LUTHER. Thank you very much, Mr. Chairman. I am, as you say, the newest member of our delegation and I appreciate this opportunity. I represent largely suburbs of the Twin Cities, the counties of Anoka, Washington and Dakota—those counties. And I assume many of those people are here today, people that I represent.

I want to thank you very much for having this hearing. I had joined in the request for this hearing in the metro area so that the people that I represent and other Minnesotans could be heard on this issue. As you can see, I have senior members of my delegation

who I very much respect in the congressional delegation on all sides of this particular issue.

I have been a strong supporter in my time in the legislature of our wilderness areas and parks but I am primarily here today to listen because I had requested this hearing and I want to hear from the people from Minnesota, particularly of course the people that I represent, but the people of all of Minnesota on this issue. Believe me, we hear enough political speeches in Washington, more than we want in Washington. This is our opportunity to hear from you constituents. And so I want to thank all of you for being here, turning out the way you have today. Thank you very much.

Mr. HANSEN. Thank you, Bill, we appreciate you being with us.

Mr. HANSEN. We will now turn to our first panel, but before we do, I hope you folks notice on the second row there is a group of Boy Scouts here, Boy Scouts of America. These young men are here getting their citizenship in the Nation which is one of the required merit badges in their trip toward Eagle. We appreciate you being here, young fellows, and I hope you know this is how democracy works.

With the bad side and the good side, and maybe you will want to write a report on this, on what you think about this. We would find that very interesting. But we do appreciate young people coming to these hearings, it is very nice of you to be here.

We will turn to our first panel—Mr. Tom Worth, Boundary Waters Treaty Coalition. Mr. Worth, if you would come forward. Mr. William Erzar, Conservationists with Common Sense and Mr. Joe Samargia, St. Paul, Minnesota. If you would come forth and take your seats over here at the mike.

Mr. Worth, we will start with you. Now you heard the earlier announcement. Is five minutes OK? Is that cutting you too tight, all of you? What do you think, what do you need in time?

Mr. WORTH. I will be done in five minutes. If I am not, turn the red light on.

Mr. HANSEN. OK. Is that OK with the rest of you? We do not want to cut you off because we know people have come to hear from you. If you go over a little bit, we sure understand.

Mr. Worth, we will turn to you.

STATEMENT OF TOM WORTH, BOUNDARY WATERS TREATY COALITION

Mr. WORTH. Thank you, Mr. Chairman. It is a pleasure to be here with the distinguished panel, ladies and gentlemen of the audience.

Mr. Chairman, I represent the Boundary Waters Treaty Coalition, and as an organization we do not have a position in favor of or against the Park or the BWCAW. We have a particular issue that we are interested in and it happens to be the Boundary Waters Treaty, particularly the Treaty of 1909.

As we came in today and watched the demonstrations and the people expressing themselves—we have been fighting these issues for 20 years and Mr. Chairman, I think it is time that we begin using some light and not so much heat. I think there is a big benefit for all Minnesotans that we begin to look at solutions instead of divisions. There are so many common things, we all have com-

mon goals and as Minnesotans, we need to work together, we need solutions, we need you as statesmen to come forward and lead us to solutions. We all need to concentrate on solutions rather than concentrate on what divides us. There is much more that unites us than divides us.

The Treaty issue is one of the issues that has plagued us since the beginning of both the BWCAW and the Voyageurs National Park. The Federal Government of the United States and the Federal Government of Canada have an international agreement that specifically states the rights of citizens of both countries. That agreement must be followed and it must be observed by all people.

Mr. Chairman, my testimony is much too long to get done in five minutes, but I am going to go through it in chronological order.

Mr. HANSEN. Keep in mind that everybody who testifies today, their entire testimony will be included in the record. So if you want to abbreviate it, that is fine. They will all be included in their entirety in the record. Go ahead.

Mr. WORTH. Thank you.

Starting with the Webster-Ashburton Treaty, I would like to explain what the Treaty says and what it does. The Webster-Ashburton Treaty of 1842 was the first one that really addressed the issue of Boundary Waters and says, "It being understood that all the water communications and all the usual portages along the line from Lake Superior to the Lake of the Woods and also Grand Portage, from the shore of Lake Superior to the Pigeon River, as now actually used, shall be free and open to the use of [all] citizens and subjects of both countries."

And then following that was the Roote Bryce Treaty, or commonly called the Boundary Waters Treaty. The Boundary Waters Treaty was passed for the purpose "to prevent disputes regarding the use of boundary waters, and to settle all questions which are now pending between the United States and the Dominion of Canada involving the rights, obligations or interest in relation to the other or to the inhabitants of the other along their common frontier, and to make provision for the adjustment and settlement of all such questions as may hereafter arise. . . ." That is pretty good advice coming in 1909.

It defines the waters, it says "the waters from main shore to main shore of the lakes and rivers and connecting waterways, or the portions thereof, along which the international boundary between the United States and the Dominion of Canada passes, including all bays, arms, inlets thereof, but not including tributary waters which in their natural channels would flow into such lakes, rivers and waterways, or the waters flowing from such lakes, rivers and waterways, or the waters of rivers flowing across the boundary."

It goes on to say what the Treaty is about, it says, "The navigation of all navigable boundary waters shall forever continue to be free and open for the purposes of commerce to the inhabitants and to the ships, vessels and boats of both countries equally, subject however, to all laws and regulations of either country, within its own territory, not inconsistent with such privilege of free navigation, and applying equally and without discrimination to the inhabitants, ships, vessels and boats of both countries."

So we need to observe the treaties. There are other treaties involved which come after that, but they really are based on the Roote Bryce Treaty.

Who should follow the treaties? I think everyone should follow the treaties. I think State and local government should follow the treaties, their agencies should follow the treaties. I think the National Park Service should follow the treaties, the Boundary Waters Canoe Area should follow the treaties and if we followed the rules of the treaties we would not have some of the disputes we have here today.

I have made a list of some 23 agencies that have some jurisdiction over Boundary Waters. People wonder why there are disputes. If you have 23 agencies all working on one particular group of waters, you can see why there would be disputes.

I think the Forest Service has restricted navigation in areas between the United States and Canada, and I am not talking about the Boundary Waters Canoe Area now, only about those waters that form the boundary between the United States and Canada. Those are international waters. So when we talk about the Boundary Waters Canoe Area and the Forest Service restricting navigation, they are restricting navigation on boundary waters. The National Park Service has restricted navigation on boundary waters. They have restricted commerce on boundary waters, which specifically states that they should not do that.

In 1971, in enabling legislation for Voyageurs National Park, it states, "Nothing in this Act shall be construed to affect the provisions of any treaty now or hereafter in force between the United States and Great Britain relating to Canada or between the United States and Canada . . . if applicable to the lands, waters which may be acquired by the Secretary hereunder, including, without limitation on the generality of the foregoing, the Convention between the United States and Canada on Emergency Regulation of Level of Rainy Lake and of other boundary waters in the Rainy Lake Watershed, signed September 15, 1938, and any other order issued pursuant thereto."

The State of Minnesota has had disputes with the Province of Ontario and these disputes have led to all kinds of problems. The fact that Minnesota and Ontario are not the national government is why these disputes are involved. This is international water and they should be resolved by using international consultation.

Secretary Clark attempted to settle this dispute in 1985. The State of Minnesota attempted to settle this dispute last year and they have passed resolutions asking for Federal assistance in resolving these issues.

I have more to say, but obviously the red light is on, so thank you very much for the opportunity to testify.

Mr. HANSEN. Thank you, Mr. Worth, we appreciate your comments.

[The prepared statement of Mr. Worth can be found at the end of the hearing.]

Mr. Erzar, if I am pronouncing that right. We will turn the time to you, sir.

STATEMENT OF WILLIAM ERZAR, CONSERVATIONISTS WITH COMMON SENSE

Mr. ERZAR. Good morning, Chairman Hansen, Senators Grams and Wellstone, Representatives Oberstar, Sabo, Luther and Vento. Thank you for the opportunity to give testimony to this committee.

My name is Bill Erzar. I am a lifelong resident of Ely, Minnesota. And except for my tour of duty in the U.S. Air Force, I have lived in Ely all my life. I coach Little League baseball, work with the Boy and Cub Scouts. I am a Minnesota certified snowmobile safety instructor and a member of CWCS. I am also a union member and co-chairman of the Steelworkers Local 1938 BWCAW Committee.

I have two sons, ages 7 and 11, a wife with multiple sclerosis, and we are boaters, canoeists, snow-skiers, snowmobilers, hunters, fishermen and users of the BWCAW.

The concessions by locals for the BWCAW started long ago even with promises made to the people of the Ely and BWCAW area by Senator Hubert Humphrey. ". . . every existing practice may continue just the same. There is no ban on motorboating." . . . "There is no expansion of the roadless area. There is no interference in any way with anyone's existing rights." ". . . the bill specifically states that present rights and property rights are fully protected and honored." That statement is underscored—so what are we to believe?

After the forced buyouts and condemnations, we have seen the likes of Curtain Fall's Fishing Camp, Pinecliff Lodge, Evergreen Resort, Pipestone Falls Lodge, Crooked Lake Fishing Lodge, Pete's Cabin Boats, Basswood Lodge, Beaver Island Fishing Lodge, Nugent's, Runny's Point Lodge, to name a few, disappear to create the Boundary Waters Canoe Area.

Today, there are still many emotional scars left from that government takeover of private businesses that many individuals and families established with much sweat to build a livelihood for themselves, their families and employees. Plus the hundreds of private properties that were given up, some not so willingly, as people lost their cabins, lakeshore and woodland lots. Like Henry Niemi, the grandfather of my friends, the Zupecs.

So, we were left with the 1964 Act and the local residents had given much. But we had our motorized routes allowing motorboats, snowmobiles and truck portages. The loggers still retained cutting rights in the portal zone, but then lost them in the 1978 Act. Two sawmills closed, loggers and their employees were out of business and their livelihoods gone. Again, area residents gave.

Next, the snowmobiles had to go, so retired miners like Matt Sever, Tony Golobich and my dad could not ride their machine 14 miles to Knife or Thomas Lakes to go ice fishing for lake trout. Another satisfying pursuit of the American retirement dream became a heart breaker for many.

An Executive Order was signed to rid the BWCAW of those old so-called destructive forces, yet a major story in the March 14, 1976 issue of the Minneapolis Tribune's Picture magazine takes a trip into the Boundary Waters Canoe Area with the Ely Igloo Snowmobile Club that shows and says that snowmobilers do respect the wilderness. As an instructor, we teach respect for the land in our

snowmobile safety classes. Show us the environmental damage that we do any more than walking on portages or paddling the canoe does.

So, in the 1978 Act, we snowmobilers were thrown a crumb that would only be temporary until December 31, 1983, when we would lose those routes.

There was one more time we would ride though, for a memorial service to honor the memory of our friend, "the Root Beer lady," Dorothy Molter of Knife Lake.

Also in 1978, the motorized routes were cut and eventually the three motorized portages, Trout Lake, Four Mile and Prairie were closed. And those with disabilities like my wife with MS, were affected. But a spokesman of the Friends of the Boundary Waters inferred that it would just make it that much more of a challenge to these people. Well let me tell you, it is more than a challenge to my wife, it is downright exhausting and debilitating. It is a strain on her health. And after our last trip to Basswood through Newton and Pipestone portages, she said she would not do that again, it is just too hard.

If we had the mechanized portages back in operation like the Forest Service study proved they are needed, we could have used Four Mile portage and gone around U.S. Point to get to Jackfish and Pipestone, if that historically-established motor route is restored as originally promised in the 1964 Act.

Collectively, the local area residents around the BWCAW have done all the giving in these so-called compromises and something needs to be done about it. We need a guarantee that no more land will be added to the wilderness in the BWCAW. We need our motorized routes and uses restored. We need a guarantee that there will be no more restrictions, once our previous uses are re-established.

The permit quota system needs to be returned to the Superior National Forest for better accountability.

We need the lakes like Fall, Moose and Snowbank that are half in and half out of the BWCAW, completely out of the BWCAW so that local residents and others may enjoy the whole lake they live on and next to without slamming into the imaginary wilderness wall in the middle of it.

Therefore, because of these broken promises, we need a joint management council composed of elected officials of towns and counties directly affected and the State Senator and Representatives of these areas along with U.S. Forest Service officials to suggest and approve of management changes, if necessary.

If Congress does not live up to its past promises, it is no wonder there is mistrust of Federal officials and appointees, as we have witnessed in BWCAW legislation.

Please consider this testimony in your decision. Thank you.

Mr. HANSEN. Thank you, Mr. Erzar, we appreciate your comments.

Mr. Samargia, we will turn the time to you, sir.

[The prepared statement of Mr. Erzar can be found at the end of the hearing.]

STATEMENT OF JOE SAMARGIA, CITIZEN, ST. PAUL

Mr. SAMARGIA. Hello. My name is Joe Samargia. I am a citizen of the city of St. Paul, but I grew up on the Iron Range.

I am here today to really talk about two issues that I really support in Congressman Oberstar's modest changes to the Boundary Waters Canoe Act. The reason that I am talking about these two issues is because in my whole life I have been involved in the labor movement, working for the lives of people to improve their lives. One of the most fundamental of those things was back in the 1890's when the labor movement started to fight for a 40-hour work week. People were working seven days a week. My grandfather came from Croatia in 1890 and worked seven days a week until the 1930's. The labor movement brought you the weekend and the weekend is for people to be able to enjoy the resources that they live near.

On the Iron Range, there is nothing else but the woods and the lakes. People need to be able to use those places. The motorized portages that were discontinued was a terrible thing to happen. My father and my brother fished on Trout Lake for years together, and I went with them a few times myself. There is a bond between a father and a son fishing together.

My brother and his buddies, they can push those boats over those portages, but my dad cannot. He cannot walk that far, he is 80 years old. There have to be rights for the old, the handicapped and the young in this situation.

I also believe that these lakes that are half motorized and half not motorized have to be changed. Give people the right to be able to use motors on these lakes.

My wife asked me the other day, "Why are you doing this today?" And I said, "I do not know, I know we are not going to change anybody's mind on these issues, especially in the audience."

But those are my feelings. I am going to stop at this point. Thank you very much.

[The prepared statement of Mr. Samargia can be found at the end of the hearing.]

Mr. HANSEN. Thank you. Thank you very much to the panel.

Senator Rod Grams. We are going to turn to the members of the congressional delegation and we are going to give them each five minutes in which to question if they want to take the time. If they do not want to take the time, that is fine too, because I have got a plane to catch later on and I need to make sure we get through this.

Rod, we will turn to you, sir.

Senator GRAMS. Thank you very much.

Mr. Erzar, I just wanted to briefly ask you a couple of questions. It seems like you have been talking about the incremental changes and I think in a lot of testimony that we have heard, there have been incremental changes in the use and access to the Park. One thing especially is the day use in the BWCAW in the winter season. People now have to obtain a permit in order to be able to do this. Given that there is relatively little winter use of the Boundary Waters Canoe Area, and that most day use in the winter takes place on the periphery of the wilderness area, some have com-

mented on a new regulation that it would fall heaviest or most oppressive on the local people.

What about these incremental changes? I know you quoted even a letter that Senator Hubert Humphrey wrote back in 1957 saying that these uses would be protected. Is there the feeling that these changes over the years have really denied access, or not?

Mr. ERZAR. I think they have denied access with the permit quota system and having to get permits to go into the Boundary Waters although the management of the area needs to be addressed by a management council. It does make it pretty difficult sometimes for local residents that live near the area to, say if they want to go out for the afternoon on Saturday, if they want to go hunting or hiking, say up at the Hegman Lake. Why should they have to get a permit to go in the afternoon? It is an infringement on their rights. It would be like maybe if you live here or in St. Paul, if you lived around Lake Harriett and maybe you had to get a permit to take a walk around Lake Harriett.

You think it is kind of funny, but that is exactly what it is like when you live up there.

Senator GRAMS. Mr. Samargia, a similar question to you. It sounds like you also talk about the motorized access in the portages on this issue. I have heard testimony from many people in written comments, phone calls to my office and others, and just what you have said. Many of those who have handicaps, physical disabilities or the elderly, I believe really have been shut out. I do not think that the intent of setting up the Boundary Waters was to deny access to some while giving access to others. But in your case, what about the access question?

Mr. SAMARGIA. Well, that is the reason that I wanted to be able to speak here today. I have been in the Boundary Waters and I have seen disabled people doing it, making it through, portaging. But there are some people that just cannot. My father has had four heart attacks. He cannot do that any more. And you know, he has been going into the Boundary Waters since the 1930's, and that is important to him and it is important to a lot of people.

Senator GRAMS. Is there a concern or an effort on behalf of a lot of people to expand the use of motors in the area? It seems like some people think that there is a tradeoff, that if these portages are opened it means there is going to be motorized use. Is that something you are advocating, to open more lakes or more routes to motorized vehicles?

Mr. SAMARGIA. No, what I am supporting is Congressman Oberstar's modest changes and those are the mechanized portages and those lakes that are half motor and half not. No other expansion.

Senator GRAMS. Mr. Erzar, just quickly before my time runs out, your organization has been dealing with U.S. Forest Service for many years now. How would you assess their performance management and how do you think that some sort of management partnership comprised of local and State elected officials and Forest Service representatives would be useful?

Mr. ERZAR. I think a management council would be a heck of a good idea, because it seems like some of the top management in the Forest Service is pretty unaccountable for their actions. They can pretty much do what they want to do and not have to respond to

anybody. And it is just like a situation a little over a year ago when I asked Kathy McAllister and Barb Soderberg if you could fly the American flag in the Boundary Waters. I could not get an answer from either one of them.

Senator GRAMS. Thank you.

Mr. HANSEN. Thank you, Rod.

Senator Paul Wellstone, we will turn the time to you for five minutes, sir.

Senator WELLSTONE. Thank you, Mr. Chairman.

What I think I will do, out of courtesy to the Chairman—and I know you do need to get back—five minutes is not a long period of time; so, Tom, I have two questions for you in writing, can I get them to you, can I talk to you about them? OK? And what I will do is just sort of frame the question right now for both of you, Bill and Joe, and each of you maybe could take a crack at it.

Bill, you were talking about the permit system and your focus on more local management and control, and you say you would like to return it to Superior National Forest. I would be sort of interested in why you think that would make a positive difference. OK? Keep that question in your mind and then I will just go to Joe and ask you to talk a little bit more about this whole issue. I heard from you that nobody should be excluded, when you are talking about the portages, motorized or mechanized portages. You are saying that that is your fundamental concern, that is why you are here.

Mr. Chairman, it would be very helpful for us to get some data and I know that there is somewhat of a dispute about Forest Service data, but I really think we ought to understand that, as to whether or not there has or has not been less usage. And I guess I want you to talk about that, Bill and Joe.

Mr. ERZAR. As far as returning the quota permit system to the Superior National Forest, I think it would be a lot better. We have had people that you talk to in Maryland that do not understand where the lakes are, they do not know how to spell the names of the lakes. I have gotten a permit for zero people for four days. I do not know how you can have zero people going somewhere for four days. And I have it in my case here if somebody does not believe it. And I think with the management council here in the Superior National Forest, with people that should be familiar with the area up there, we would have less problems than we do with getting permits and such.

As far as quota numbers, maybe the permit use level was up last year, but the Forest Service did not account for the actual number of motorized watercraft that went across those portages. In 1992, the total was 8,686 motorized watercraft that were transported across the mechanized portages. In 1994, there were 4,616 motorized boats taken across the portage. That is a decrease of 4,070 motorized watercraft, almost cut in half from two years previous. Even though the permits are up, it does not account that maybe on the permits only one watercraft went on some of them whereas previously there may have been two, three, four, whatever. And the Forest Service has, as far as I can see, only put out half of the facts.

Senator WELLSTONE. Quickly, Bill, I would like to make sure that the data you have, Mr. Chairman, is a formal part of our

record, that you just presented. I would like to have a chance to look at that, the original source, if I can.

Mr. ERZAR. Yes, you may.

Senator WELLSTONE. And let me just again—and I would like to pursue it a little bit further, I know that you have this concern about the 1–800 number that people call in Maryland. I think that is subcontracted out right now, Mr. Chairman, and I would like to talk to you more about that. And again, a little bit more about why you think if it were returned to Superior National Forest that would make a difference.

Joe, there are two issues, as I see it. On the portage issue, there is a distinction to be made. One is just on usage, OK? But that still begs the other question, which is who is using it. In other words, it could be up but then there still might be the question of whether certain citizens are not able to because of a disability or because people have gotten older.

Now I think we will hear from other people who are going to have testimony on that as well, but I guess I would like for you to zero in on that.

Mr. SAMARGIA. Well, Senator Wellstone, in the 1980's, I worked with Governor Purpich and we were working very hard and Congress passed the 80(a) and it was a tremendous day of victory for disabled people when that happened. But still, people that have disabilities are restricted in the Boundary Waters, that is my complaint. I just think that those mechanized portages should be open and people should be able to utilize them.

Mr. HANSEN. Thank you. The time of the gentleman has expired. We will turn to the gentleman from Minnesota, Mr. Vento.

Mr. VENTO. Thanks for your testimony, gentlemen.

Mr. Worth, the organization that you represent, is it a voluntary organization or is it official status in terms of being an official group that reviews the Boundary Waters treaties and laws, or is this an informal group that is interested in the subject?

Mr. WORTH. We are a group that is incorporated through our bylaws with the State of Minnesota. But it is a grassroots group who are centered pretty much on Minnesota, North Dakota, South Dakota, that area.

Mr. VENTO. But it is a voluntary group of citizens that have gotten together because they are interested in these issues, is that right?

Mr. WORTH. Yes.

Mr. VENTO. It has no official status, because we have official groups—in fact, I know my colleague, Congressman Oberstar serves on a congressional group that deals with—I was just wondering if this was the group that we ought to take up the walleye problem with. But it is not.

Mr. WORTH. Well, no, it has some effect on that and I am involved with the walleye problem, but it is something extra, yes.

Mr. VENTO. As far as I know, one of the concerns here is that on the Canadian side, we have the Quetico Park or wilderness area and together this makes about 2.5 million acres of wilderness or park area together there. But the problem is that we restricted one side and they restricted a different way, or they permit it on the Canadian side. And the problem gets to be if we try to match up,

it seems like there is a tendency by some to move to the lowest common denominator and maybe others to move to the highest common denominator. So I think we are always going to have some differences of use, compared to Ontario and in Minnesota, and between the two countries, frankly.

Mr. Erzar, you were talking a little bit about the issue in terms of permit issuance and since a lot of you are experts on the 1978 law, I was involved in writing it, I will take some blame or credit, depending on where you come from for that. And so one of the things that was really our idea was to try to get a permit because this wilderness and this area is so extensively used that there are limited campsites within the Boundary Waters; campsites are not just for day use, but so that people could go in reasonably under certain times of the year, that there would be an expectation that they would find someplace to camp and they would be monitored.

So when you look at the numbers, the numbers are up, there are 200,000 individuals that go into the Boundary Waters now and of course they spend a lot more days, about 1.5 million days of overnight use.

So the issue you are talking about is to try to bring the computer back to Minnesota and somehow that will be it. My concern is if the computer is making a mistake by putting in a zero for individuals and for five days or whatever it is, obviously that is a problem with the computer. We have other wildernesses, not many incidentally, that have those types of permit systems, but we needed it here because there is so much use of the area. You understand that, do you not?

Mr. ERZAR. I understand that, but I do believe that since we have a National Forest office headquarters in Duluth, that that is the area nearest where the Boundary Waters is. And to me it makes common sense to have an organization that issues permits close to the area that is involved.

Mr. VENTO. We did not write the law that said you had to put it in Maryland, we just did not get into writing the law about that. I suppose we could, but that is a reasonable delegation to the Forest Service in terms of how they would go about the issuance of the permit system. It is just not something that myself or others here probably are going to do very well, if we try and do that by law.

I think the concern is beyond that though, and I think the issues with regard to numbers are important, we ought to pay attention to them. Some of the numbers I understand, Joe, I had the same experience with my parents. I think it probably is looking at a mirror when I look at your comments with regards to labor and the type of family associations and so forth. I understand exactly what you are saying. I think my colleague, Congressman Hansen, is pretty familiar with wilderness laws, he has written a lot of them, and we do not have nearly the exceptions in most wilderness laws for motorized use that we have in the Boundary Waters. It is, believe me, an exception, there are a lot of exceptions in it.

Have you, Mr. Erzar, ever been denied day entry into the Boundary Waters?

Mr. ERZAR. I have been denied an overnight use permit into the Boundary Waters, going up to Newton, Pipestone. We had to go on a day trip.

Mr. VENTO. I mean have you ever been denied day use into the Boundary Waters?

Mr. ERZAR. No, I have not, of the times I have applied. But let me tell you, of the times when we asked for overnight permits, we were told it was full. So we ended up with a day permit.

And when we went into Pipestone and Jackfish, there were more than half of the campsites open.

Mr. VENTO. Mr. Chairman, I think it is reasonable if you live in close proximity to try to work out something so there could be a greater accommodation in terms of permitting use in that particular sense in terms of the permitting system. That would be something that we could try and work with Congressman Oberstar and Superintendent McAllister.

Mr. HANSEN. The time of the gentleman has expired and I turn to the gentleman, Mr. Oberstar. Joe, did you want to make a comment?

Mr. SAMARGIA. Just in response to Mr. Vento as far as other wilderness areas. I do not believe there has been a wilderness area carved out of a place that is so heavily populated as northern Minnesota was when it was done. I mean, we had had 250,000–300,000 people up there and it was torn right out of there. Where else is there a wilderness that that was done to?

Mr. HANSEN. The time of the gentleman has expired.

Mr. Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman, I think from Mr. Worth we have received very scholarly treatment of the Boundary Waters treaties issues and it is a valuable addition to the committee's work. And from Mr. Erzar and Mr. Samargia, you have heard the voice of 90 percent of the people in northern Minnesota, working folks. Working people, whose lives, lifestyles and livelihoods are inextricably intertwined with these resources. You have heard the voice of people who love that area, who use it wisely and ask for comity, for respect for commitments made, promises given, legislation written to accommodate people. That is all they are asking for. I think they have said it very well, very responsibly. People will disagree, but the fact is, they represent what I consider to be the heart and soul of the constituency I represent, and I want to thank them for being here.

Mr. HANSEN. Thank you, Mr. Oberstar.

We thank the panel for appearing before us. Your testimony was excellent, we appreciate it and we will read and re-read your written testimony. So make sure you get it to us, would you? Thank you so much, we appreciate it.

The next panel, if they would come forward. Mr. John Galland, a citizen from Minneapolis, Minnesota; Ms. Becky Rom, Chair, Boundary Waters Wilderness Foundation and Mr. Kevin Proescholdt, Friends of Boundary Waters Wilderness.

Mr. Galland, we will start with you. You are recognized for five minutes. Go ahead, sir.

STATEMENT OF JOHN GALLAND, CITIZEN, MINNEAPOLIS

Mr. GALLAND. Thank you, sir, Senators, Representatives, everybody at large. It is a pleasure to be here. My name is John Galland. I live in south Minneapolis and I would just like to say

a few words about where I come from. I am not a long-time resident of Minnesota, although I have lived here 11 years now.

I came to the Boundary Waters and began to know them first in 1979, this was eight years after my injury in a skiing accident, eight years after I started using a wheelchair. Now prior to that time, I had done a lot of tripping in wilderness areas. I was fortunate to grow up in a family where we spent time in wilderness. We were on the rivers in the west and I grew up in the southwest in Texas and Colorado. But after my accident, I found it hard to get back into the wilderness. It was rather inaccessible.

I first came to the Boundary Waters, in 1979, as I say, as a student with the Outward Bound organization and then subsequently came back for five years to help with that program. They were one of the first programs in the country to start doing access with folks with disabilities.

I have been on numerous trips in all sorts of different areas in different wildernesses subsequently, but I find the Boundary Waters to be one of the more accessible, and that is obviously taken in the context of being a wilderness area in the United States, and certainly very available and user-friendly for me.

The reason I say this is because when I go into the woods, I use water, whatever way, shape, form or fashion it might be in, and it is easiest for me to get around on water, whether it be flat or swift water, whether it is frozen, as in ice—I can get around on the lakes in the winter pretty well—or whether it is skiing and it is basically snow. So I use water as my most effective accessibility tool. The Boundary Waters obviously has lots and lots of lakes and avenues that one can move through easily.

I have taken many trips in other wildernesses and I always use water, almost without a doubt, I use the river. Working in the west for five years as a whitewater guide, I spent a lot of time on the Colorado River system. So I think the Boundary Waters in that regard is an ideal wilderness area. It offers me lots and lots of opportunities to paddle.

I think we have a fundamental problem here which is how we view accessibility. And I think we tend to look at accessibility in terms of ramps and physical improvements. But we also have to look at accessibility as a philosophical idea and that is accessibility in terms of access to options, access to different opportunities within recreation. And one of the opportunities that I value is the true wilderness setting.

Now I appreciate people who are well intentioned but perhaps a little misguided. I have an experience all the time with someone wanting to help me get my wheelchair into the car, and I have to say well no, thanks, actually I am in a hurry.

I know what I am doing. And I think wilderness is basically like this, because I do not want it to be made accessible. Wilderness is there primarily for us to experience it on its terms, not on our terms.

I realize obviously for me there are fundamental problems in getting around in the woods. And for me, this is a situation where it becomes a question of interdependence. And obviously when you go on a camping trip with people, some people have strengths and some people have obvious weaknesses. Mine is more obvious than

most, but you have to interact and be interdependent. I mean this is a paradigm that is becoming very obvious.

OK. I will try to stick to my remarks here. There was a poll done for folks with disabilities on whether or not they supported wilderness. And overwhelmingly 75 percent said that they did support wilderness and that they did not want it made accessible. So I think we have to look at that and also look at how much water there is in Minnesota that is accessible to motorboats. This is a small fraction of that amount.

It is such a gem, and as I say, it is such an available and accessible area for me. It has by far and away the highest use of any wilderness in the United States. I have been on the Salmon River and it is obviously a heavily used area as well, but it needs to be regulated, and it is very important.

There is a question of noise pollution as you get motorized boats on a peripheral lake. For those who value the wilderness as such, I think it is important to try and keep those non-motorized.

I am just going to stop there. Thank you.

Mr. HANSEN. Thanks, John.

We will be happy to turn the time to you. Now you folks realize you are talking to the delegation here. We appreciate folks being here and we love them to come and all that type of thing, but the ones who will make the decision sit over here.

If you would direct your remarks here, we would appreciate it. Thank you.

[The prepared statement of Mr. Galland can be found at the end of the hearing.]

STATEMENT OF BECKY ROM, CHAIR, BOUNDARY WATERS WILDERNESS FOUNDATION

Ms. ROM. Thank you. Mr. Chairman and members of the Subcommittee, my name is Becky Rom. I was born and raised in Ely, Minnesota, the gateway to the canoe country wilderness. Bill Erzar and I were in high school together. I speak to you today as Chair of the Boundary Waters Wilderness Foundation.

Mr. Oberstar has announced his intent to introduce legislation that would establish a BWCAW management council consisting primarily of local citizens and representatives who would have authority over the management of the Boundary Waters.

Local control of the management of the Boundary Waters is contrary to wise Federal public lands policy, which is best served by a consistent and predictable Federal management of our public lands. This has proven to be true throughout the history of the Boundary Waters canoe country when time after time, local economic and local control demands have threatened the well-being and integrity of the wilderness and caused divisive battles among neighbors. Mandating local control of a national resource because some local folks are dissatisfied is not a sound basis on which to craft national public policy.

The proponents of local management have not made their case. Under the current system, all users and other interested parties are encouraged to participate in the management process and significant efforts have been made to address local concerns.

A local management council would not represent the national constituency that is served by the Boundary Waters. The BWCAW is used by Americans from all 50 States. In 1994, 36 percent of the users were from outside Minnesota; 91 percent of the users were paddlers. Of Minnesotans who were polled concerning the addition of more motor routes to the BWCAW, 70 to 82 percent disagreed and instead wanted the Boundary Waters to be protected from motorized use at least as much as it is now. Yet, those favoring local control advocate significantly increasing motor areas in the wilderness and instituting management changes that would harm the natural resource, crowd the users and decrease the opportunity for solitude, primitive travel and a wilderness experience.

We can learn much from the history of the Boundary Waters. Time and time again, efforts by local interests to grab control and to exploit the area economically have threatened the canoe country and have resulted in battles over the wilderness. Every time, a nationally-based constituency of users and conservationists has rallied around the preservation of the canoe country and has prevailed to protect this wilderness area. Without each and every victory, we would not be here today.

Examples from our past are important because similar threats face us today. Those who advocate local management of this Federal wilderness are not advocating local control so that they can best protect the national interests at stake. Rather, they advocate local control so that local interests will become paramount.

Local management is not necessary to provide the opportunity for local participation. No one can truthfully deny that local interests have been fully heard by the Forest Service and Congress. All significant planning decisions affecting the wilderness are subject to extensive public comment procedures that a Federal EIS entails. Local interest groups had a full and fair opportunity to participate in the planning processes that led to the current plan.

The development of the current management plan completed in August of 1993, spanned four years. Seven out of eight public meetings held by the Forest Service to solicit public comment were held in northeastern Minnesota. The Forest Service welcomed all local and non-local groups which expressed an interest in participating. Approximately 35 groups did participate. Some proposals presented by local interests groups would have reduced wilderness protection, such as eliminating quotas, and some proposals were illegal, such as motorizing the entire Boundary Waters Canoe Area. On the other hand, the Forest Service modified the draft plan in several significant respects in response to concerns raised by local interests and others. Examples of the Forest Service's responsiveness are an increase in group size from six persons to nine, an increase in the number of campsites and trails and a loosening of restrictions on dogs to accommodate hunters.

Those who promote local management intend to deny meaningful participation by those who represent the interest of the national constituency—the canoeist and the wilderness advocates such as the Friends of the Boundary Waters Wilderness and the Izaak Walton League. A local management council would not be accountable to the national constituency, would not be capable of reaching out to the national constituency and as history has shown us, often

cannot discern the broader national interests at stake. This will lead to greater divisiveness than we have ever seen in the history of the Boundary Waters, with regular and predictable battles between advocates of canoeists and wilderness preservation, and local interests. We are a nation of one people, and Congress should not take action that will fragment America into small self-interested fiefdoms.

The motor advocates should be embarrassed to have commenced this attack on the Boundary Waters at a time when the canoe country is returning great economic benefit to local economies.

I am wrapping up, sir.

Mr. HANSEN. We have got a little problem here. We are here subject to the laws and rules of this city and the Fire Chief has told us that we have a fire problem here with too many people blocking the aisles. We are not going to cut you off, we want to hear from you, but while the fire people tell you how to sit, maybe we will just have a brief recess.

Let me point out something if I could. There are really a lot of seats up here and if you folks with signs would not mind moving them off those seats, we would appreciate it and maybe some of you folks standing could come up and take some of these seats. That may be helpful. And we will go into a brief recess and come back to you.

Ms. ROM. Thank you.

[Recess.]

Mr. HANSEN. The meeting will reconvene. Becky Rom has the floor. Will you please give Becky Rom your attention.

Ms. ROM. Thank you.

The motor advocates should be embarrassed to have commenced this attack on the Boundary Waters at a time when the canoe country is returning great economic benefit to local economies, a benefit that is sustainable in the long run if properly managed. Hundreds of thousands of people come each year to the BWCAW for non-motorized wilderness recreation, bringing millions of dollars with them and leaving these dollars in northern Minnesota. We are also now seeing that de-motorizing the canoe country actually increases recreational capacity. For example, Brule Lake became a non-motorized wilderness lake in 1986 under a provision of the 1978 Act. Since Brule Lake became a wilderness lake free from motor use, visitation has increased 53 percent and all from canoeists. Trout Lake is another example. Fifty one percent of Minnesotans polled say they will be less likely to visit the Boundary Waters if motor usage is increased and wilderness protection decreased.

Bottom line, the local management council is part of a plan to further mechanize and thereby shrink the wilderness. We ask that Congress act wisely by not taking legislative action. Please leave intact the one small corner of the United States that provides Americans their only paddle wilderness opportunity. In our great country, there ought to be a place where one can go without hearing, seeing or smelling motorized vehicles.

We are fortunate to have the only canoe country wilderness in our State, but it does not belong to Ely or northeastern Minnesota

or even Minnesota. The BWCAW belongs to the people of the United States.

A handful of people want to introduce snowmobiles, increase motorboat areas and locally control the BWCAW. Please do not let their attack succeed. These same boaters and snowmobilers have the balance of the State of Minnesota, including two million acres of the Superior National Forest and 24 percent of the water surface area of the Boundary Waters already accessible for their use, yet they constitute only eight percent of the overnight users of the BWCAW. There is no legitimate complaint that the State does not already give them ample opportunities for motorized recreation.

Where will the canoeists, hikers and skiers go if the motor and local control advocates prevail? There is nowhere else. This is our only silent canoe wilderness. Let us do the right thing for the resource, for our children and for current BWCAW users. The people of the United States spoke quite clearly in 1978 as to how they think the Boundary Waters should be managed and preserved. They are speaking quite clearly to you now. Congress, do not amend, rescind or alter the 1978 Act. Allow the Boundary Waters to continue to be managed in a manner that preserves and protects its unique natural ecosystems, provides an enduring resource of wilderness for future generations and provides opportunities for a primitive and silent recreational experience.

Mr. HANSEN. Thank you.

[The prepared statement of Ms. Rom can be found at the end of the hearings.]

Mr. HANSEN. Kevin, we turn the time to you for five minutes.

STATEMENT OF KEVIN PROESCHOLDT, FRIENDS OF BOUNDARY WATERS WILDERNESS

Mr. PROESCHOLDT. Thank you, Mr. Chairman and members of the panel. My name is Kevin Proescholdt. I appreciate the opportunity to testify here today about the Boundary Waters Canoe Area, and Mr. Chairman, I particularly want to thank you for holding this second hearing here in the Twin Cities.

I serve as the Executive Director of the Friends of the Boundary Waters Wilderness, a Minnesota-based non-profit conservation organization whose focus is the protection and the preservation of the BWCA Wilderness and the international Quetico-Superior Ecosystem in which it lies. The Friends organization began in 1976, almost 20 years ago, and we have nearly 4,000 members in 49 States and several foreign countries. We are still working on Hawaii.

Mr. Chairman, I have also been privileged to have guided canoe trips in the BWCA for a whole decade and on my 150 or so trips to the area, I have been fortunate to have traveled the length and the breadth of this marvelous area in all seasons. Though I travel the Boundary Waters primarily by canoe, I do use motorboats elsewhere, but just not in the canoe country wilderness.

I have also studied and written extensively on the BWCAW, the 1978 law and its implementation. Within the last few weeks, Northstar Press of St. Cloud has released a book that I co-authored on the history of the BWCA Wilderness and the passage of the 1978 law, and Mr. Chairman, I have a copy that I would like to

offer to you to aid in any deliberations for you and the subcommittee.

Mr. HANSEN. Thank you.

Mr. PROESCHOLDT. Mr. Chairman, today I would like to make several points in my testimony. First, the history of the BWCAW going back to the 1920's has been a history of compromises, many of which have ultimately led to additional conflict over wilderness protection.

Second, the 1978 BWCA Wilderness Act itself embodies a series of compromises made during the legislative process from 1975 to 1978.

Third, local residents and motor constituents received a number of significant benefits from the 1978 law, including such things as $84 million in Federal funds that have been pumped into northeastern Minnesota to implement the law; the fact that 24 percent of the water surface area of the BWCA wilderness will remain open to motorboat use, making it the most heavily motorized wilderness in the entire system; the fact that a compromise did not close two of the five mechanical portages and allowed three of them to continue for what should have been five more years, although ultimately 14.

Fourth, because of its national and international significance, if any changes are made to the BWCA wilderness, the changes should decrease motor use rather than increase it.

Finally, Mr. Chairman, support for non-motorized wilderness status is overwhelming statewide and in northern Minnesota. Two statewide polls have been conducted recently, one by the Minneapolis Star-Tribune; one by the St. Cloud State University polling unit. They have shown strong bipartisan support for maintaining the Boundary Waters as a wilderness. The St. Cloud State University poll, for example, showed that 82 percent of Minnesotans wanted wilderness protection strengthened or maintained at current levels and only 13 percent wanted to see those levels decreased. The same strong support exists in the Eighth Congressional District where seventy three percent of Minnesotans polled in the St. Cloud State poll wanted wilderness protection strengthened or maintained and only 26 percent wanted them weakened.

Mr. Chairman, the BWCAW's creation and the 1978 BWCA Wilderness Act were the process of compromise that honored both local needs and national interests. As time goes on, however, the area's value as wilderness becomes more and more paramount. If changes are made in the area's management, therefore, the changes should decrease motor use and increase wilderness values, not the reverse.

Mr. Chairman, the BWCAW is an internationally significant natural treasure as wilderness. The area contains and nurtures a host of wilderness values. The Boundary Waters has great intrinsic value as a haven for wildlife, for rare and endangered species as well as the more common flora and fauna. Its rich biological diversity and untrammeled nature allow a healthy functioning ecosystem to operate on its own natural cycles.

Beyond these and other intrinsic values, the BWCA Wilderness offers a host of wilderness values for its human visitors as well. It offers a place of great natural beauty, tremendous recreational opportunities for camping and canoeing, for hunting and fishing, a

place for personal reflection and spiritual growth. It is one of those rare places where our human civilization has had the good sense and humility to leave a corner of the natural world alone. We meet and encounter the wilderness on its own terms and on its own times and on its own timelessness, without the outside advantage of an engine, the symbol of our human dominance over the land.

The canoe country is a reservoir of silence and solitude where one can experience a depth of awareness and understanding and oneness with the world that is impossible to find elsewhere in our highly mechanized and frenzied society. We need wilderness for these and other special experiences.

Motors destroy the wilderness experience. The mere presence of motors shatter the silences and solitudes, the very attitude and approach that we bring to wilderness. Motorboats and snowmobiles are perfectly fine in appropriate places, but wilderness is not one of those places.

For all of the wilderness supporters here today, for my young daughters Carlye and Maja, who had their first BWCA wilderness experience this year, for their children and all who come after, let us preserve the Boundary Waters as wilderness.

Thank you.

Mr. HANSEN. Thank you very much. I hope we have time to get through the last two panels. I am a little concerned about that. I have been pretty lenient on folks, but not on my colleagues here, however, and I am going to limit you each to five minutes to talk to these folks, if you do not mind.

Senator Grams.

Senator GRAMS. Thank you. I will just keep this short because I know we want to move along. I have not heard from anybody basically that they want to increase the motorized areas and they do not want more motorized areas in Boundary Waters. But what we are talking about is access.

Ms. Rom, your organization was instrumental in bringing the court action that ended the practice of using motorized vehicles on the three formerly motorized portages. Would you try to help me understand why your group is opposed to the limited use of motor vehicles to transport people in and out of the Park? We are not talking about increasing motorized use, but really giving access to those areas that are motorized and especially to the people that need that type of an access.

I will just say as Mr. Erzar testified and some others have said that access has been reduced almost by 50 percent, so you are not allowing a lot of people to enjoy the area you are trying to talk about.

Ms. ROM. Yes. There are really two parts of the question. First of all, we are talking about increasing motor usage in the Boundary Waters. Congressman Oberstar is proposing to increase motors from 24 percent of the BWCAW to 38 percent of the water surface area. So nearly 40 percent of the Boundary Waters would be motorized under Mr. Oberstar's current plans.

Senator GRAMS. To restore it back to a certain level that was there at one time.

Ms. ROM. Well, back in the 1930's. As Mr. Oberstar says, when we make a deal, let us stick with the deal. We made a deal in 1978, let us stick with that.

Your portage question, the Forest Service has statistics which I believe they provided to the Senate Committee, sir, that showed that the actual access across Trout Lake and the shorter Newton Pipestone Lake and the Prairie portage, the numbers are substantially the same now as they were when there were trucks on those portages. I have not seen Mr. Erzar's figures; he may be referring solely to Jeep Latourell's commercial operation, and it may be that most people are just using portage wheels and hauling their own boats across and so the numbers do not show up. When the trucks were taken off Prairie portage, the Forest Service put a new road in and it is very flat, very short, it is a block long, and people do not need a commercial operation. It is easy to do, I could do it myself.

Senator GRAMS. One other question, Ms. Rom, and then I will move on. You talked about local management.

Ms. ROM. Correct.

Senator GRAMS. Would you oppose any local input?

Ms. ROM. Oh, absolutely not. No, I think local input is important, just as my input is and your input is and somebody's input from the State of Ohio.

Senator GRAMS. But how about to be involved in the decision-making process?

Ms. ROM. The problem with Mr. Oberstar's plan is it gives you a false sense of extended participation, while it in fact reduces participation. His latest version of his plan consists of 15 people, eight of them are from the three counties in northern Minnesota. That is the majority right there. It does not represent the national constituency, does not represent Minnesota's constituency and the fact of the matter is, it probably will not represent the District's constituency, the most of which support keeping the Boundary Waters the way it is.

Mr. HANSEN. Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chair.

First of all, I do think that whatever view people have, Becky's point is well taken. I would like to make two distinctions at the beginning. First, I do not believe that anybody who comes to the Boundary Waters should in any way, shape or form, try to remove wilderness designation. And I believe there is strong consensus here on that question—there must be.

I think your second point, and I want to get to this, is that I think that some of the proposals do talk about more lakes open to motorized boats, that is part of some of the proposals, and so you are quite right in your response to my colleague as to what you said.

But here are a couple of questions that I have—let me try them for everybody and whoever wants to answer in the time we have. This question of access; John, your testimony was eloquent and powerful, I am not going to dare to quarrel with it because I agree with what you said, and maybe more important, the way you said it. Bill Erzar said, when he was talking, said that he felt for his wife, who was struck with MS, that this was a problem. And I am

still trying to sort of figure out on that—again, I am not talking about more motorized boats on the lakes, that is not what I am focused on in these questions I am asking, just to be clear with everybody here. But on this issue of the portages, how do we sort this out? I mean, you have taken your strong position, it is totally credible. Bill talked about his wife who did not think so. Joe Samargia said that his dad used to be able to get to the lake and really cannot any longer and he resents that because his dad has lived there—you know, it is his heart and soul.

I would like to get more of a response to that question, if I could.

And then Becky, the other question that I want to mention for you is that in your prepared testimony you take on the idea of local control over management decisions of Boundary Waters, which as you point out is a national resource. You make that point and marshal your evidence for it. I guess my question for you to try to focus on the positive is, some people in northern Minnesota feel shut out sometimes by the Forest Service, that somehow they are not being listened to at all. So is there a way that we could address that problem? Do you see what I am saying? Within your framework.

So I have two questions. I am not arguing about wilderness designation and I am not arguing about more lakes open to motorized boats, et cetera, et cetera, but I do want to focus in on this question again and try and figure out how to take what John said and what you said with what Joe and Bill said, all of whom spoke in good faith, this whole issue still of the portages.

And then my second question is yes, a national resource and you make your case strongly, but some people do feel shut out. How do we give people in northern Minnesota more of a feeling that some of their concerns are being listened to?

Do you all understand?

Mr. GALLAND. Yes.

Senator WELLSTONE. I took up your five minutes. I will be more brief next time.

Mr. GALLAND. I will try to be very brief. Obviously, age is the ultimate disability. If we all make it there, we are going to slow down. My father does not fish where he used to fish, he does not play tennis, he does not do this, he does not do that. It is unfortunately just the bottom line.

Obviously, I sort of prematurely aged, at the age of 20, I lost the use of my legs, so I could not do the things I did before, but with the help of the appropriate equipment and with my friends or family, I can access places that otherwise I would not if I just wanted to go on my legs. That would be ridiculous for me. So you have to be more creative, people have to look at their resources and find alternative ways to get in there. There are many, many different ways to do it.

I have been carried in, I have had my chair pulled in, I have pushed in on my own. There are just different ways, you have to be more creative. I think ultimately there will be some people who are excluded but I am afraid that taking the wilderness on its own terms does preclude some people coming there. There are a lot of people who basically do not want to get into the wilderness.

Ms. ROM. Senator Wellstone, your question is the heart of the issue, and I do not have any magic answer. I think it is very impor-

tant that everybody talk and that everybody be allowed to participate. And my concern about the management council is that it limits participation. Right now, anybody can participate. With the council, it will only be a select few.

There are ways in which we can all participate and talk and make things better. There have been a lot of complaints about the fact that you call Maryland and get a reservation and when you ask to go to the Kawishiwi River, they do not have any idea what you are talking about. Back several years ago, the Forest Service suggested having the reservation system run out of northern Minnesota through a non-profit corporation, the Boundary Waters Wilderness Education Consortium, which consisted of my foundation, the local outfitters and the Forest Service. It was a wonderful idea, but the locals opposed it because they did not want to be in partnership with my foundation, with people who represent the interests of canoeists.

I think that is changing and I think we should revisit that idea because it is a positive step, it brings it home. We know what the Kawishiwi River is and we know where the trout and the smallmouth bass are if they want that for determination of designation. I think we need to come together and talk and be more open both ways and more receptive to our ideas and our concerns and our vision for the wilderness.

Mr. HANSEN. Thank you. The time of the gentleman has expired.

Senator WELLSTONE. Mr. Chairman, I will take one minute off my next time if I could just ask another question. I will take a minute off—I will, I will.

Mr. HANSEN. OK, Kevin, you have a minute.

Mr. PROESCHOLDT. All right.

I think there are lots of opportunities for input and we need to look at those opportunities and to nurture them and to keep the lines of communication open as well as we can. I think everybody here in this room loves the Boundary Waters regardless of their perspective on motors or non-motors. And I think all of us can bring valuable insight and perspective to these issues, and we should be able to foster better communication among citizen groups and with the agencies.

Mr. HANSEN. He did that in 45 seconds, Paul, so we will only take 45 seconds away.

Senator WELLSTONE. I could have a filibuster in the Senate, Mr. Chairman.

Mr. HANSEN. Mr. Vento, five minutes.

Mr. VENTO. Thanks, Mr. Chairman.

Everyone is an expert on the 1978 law. I helped write it, a lot of other people seem to be experts on what it means in terms of the portages. I think they seem to know more about it than I do. But the issue here, of course, is that it was a big issue, the portage issue, these three portages that sparked this, were a big issue. And the language we put in, if it was feasible, to not use motorized use—in other words, we understood that there had to be access through these areas. And you know, the numbers are coming back. There is disagreement now about whether the portages are being used, whether the dog teams and other students and everyone that is doing it. Kevin, I know you have some numbers here that you

provided for us and those numbers came from the need for truck portages. Where did the numbers come from?

Mr. PROESCHOLDT. Those are figures from the U.S. Forest Service.

Mr. VENTO. So they are the Forest Service numbers. We all have that before us, so I will just call my colleagues' attention to it in case the Senate information did not get through and what it shows is that there is an increase of about 40 percent from 1992 to 1994 in the Prairie, Trout and Fall, Newton, Pipestone and overnight motor use also has increased some in all of these—well not in all of them, not in the Trout Lake area. But the fact sheets that are here are open, and if you disagree with them people can challenge it. I just think that these are the numbers. For instance, it shows an increase. I would just say with regard to this issue, we meant when we wrote it that if it was feasible not to use the motors, we wanted the motor use out because it was inconsistent with motorless.

Now the root here is that some are saying we have a national wilderness system and they are saying we do not want a national wilderness system. And so it gets back to the real debate about whether it should be designated or not. But we do not have different rules. There are a lot of exceptions here, but I would point out that when you have a million acres, it is reasonable to have some exceptions, it is reasonable to have some motor use on the periphery. It is reasonable when you have a large lake—in this case, I know others would disagree, but I can understand, I would prefer that that not be the case, that that one bay be open, but it is open and that was the compromise that was made. I would like to close that bay. But I understand that there was a compromise that we made and, you know, we are going to try and abide by that. We did for 15–16 years. I do not know, maybe we can get into that if we need to, but I think these numbers indicate to me that there is a lot of use.

Now let us get back to this permit issue because I think that there may be some common ground here, and that is the issue that I had pointed out to me was that 64 percent of the overnight permits were used. That means 64 percent were used and 36 percent were not used. Now not all points are open at all times to get in for entry permits. But there could be greater efficiency. Would any of you have any opposition to trying to accommodate local residents that want to use these overnight permits, or providing some consideration or some ability to actually meet their needs?

Mr. PROESCHOLDT. Not at all. I think one of the goals of the visitor distribution program, which is the Forest Service program that has set up entry point quotas for the Boundary Waters, is to try to spread out use both over time and over space, so that we can avoid some of the problems with crowding and too many groups trying to camp on the same lake. And I think what we are seeing and have seen over the last 10 or 15 years is that, at least to some extent, that has been successful in spreading out the use to areas—times of the year when the use had been lighter as well as lesser used entry points.

Mr. VENTO. OK. I think the other point I will make, Mr. Chairman, about commissions, and I have not seen my colleague's pro-

posal, he has had some, but in the Forest Service and wilderness areas, I do not know where we have ever had a commissioner or council that we were giving operating powers to in a wilderness area where it has actually worked or is necessary. So it would be absolutely unique to this particular area. My concern is who is accountable. If the State is not accountable, if the national Forest Service is not accountable, who are they accountable to and I think that is the major concern I would have because they are not elected, they are not appointed. I mean, who are they responsible to.

Mr. HANSEN. Thank you.

Mr. Oberstar is recognized for five minutes.

Mr. OBERSTAR. I will be brief, Mr. Chairman.

I do compliment all three of you on your eloquence in speaking of wilderness. Sig Olson would be proud of your presentations.

I want to clarify though a mischaracterization of the management council that I proposed. It is not local control. There are five local representatives, elected persons, accountable through the election process, a broad cross-section of people. There are three appointed by the Secretary from the environmental community, three appointed by the Secretary from the user community including the commercial user community in some very broad sense, four appointed by the Governor, I assume would be judicious appointment representing viewpoints on all sides. I expect the balance—but I expect an opportunity for decisional input from people from the area, from the broader State and from the broader national community through this process. And it may be, as Mr. Vento says, unique but it is not without precedent. The Fisheries Management Council for the Georges Bank, the richest fishery in the world, operates on this same basis.

I am sorry people do not want to hear and do not want to listen. When emotion clouds reason, there is no opportunity for dialog. And that is what I am attempting to propose.

As for the characterization of access to lakes opening up to 38 percent of the water surface, that is a figure of speech. There are 1,100 lakes in the Boundary Waters Canoe Area. My proposal will not open up any more lakes to motorized use than are already open to motorized use. So if you want to characterize Trout and Basswood and La Croix as representing 38 percent of the water surface in the Boundary Waters, that may be, but those are already accessible to motors.

Mr. PROESCHOLDT. Mr. Chairman, Mr. Oberstar, if I could try to respond. I believe the figure is that under the 1978 law after the last phase-out of motorboat use that is scheduled to occur for much of Seagull Lake, 24 percent of the water surface area of the BWCAW will remain open to motorboat use under the 1978 law. The proposal that I have seen, I believe it was an October 10 draft of discussion legislation that you were circulating, proposed to reopen all of Birch Lake to motorboat use, which has been closed for more than a decade. It would open up all of the U.S. side of Lac La Croix.

Mr. OBERSTAR. Birch is part of a chain of lakes.

Mr. PROESCHOLDT. But it has been closed for 12 years. And portions of Basswood and portions of Saganaga have been closed to motorboat use. And when you add the percentage of the water sur-

face area that your draft legislation would reopen to motorboat use, it would bring that up to 38 percent of the water surface.

Mr. OBERSTAR. The point is that what we are talking about is about five lakes of 1,100 within the Boundary Waters.

I yield back.

Mr. HANSEN. If I may say, Mr. Galland, years ago, a young man came to me who had lost the use of his legs in Vietnam and he made the statement that he, in his day, used to go into the north slope of the Uintah Mountains with his dad and uncle—I am sure you are familiar with that area, a beautiful area, and we put it in wilderness in 1984, it was the Hansen-Garn bill. This young man, I found it interesting, like you he does an awful lot of things. He plays tennis in a wheelchair, he plays basketball in a wheelchair and you have got to be pretty good to stay with him—even road races in a wheelchair.

Under the 1964 Wilderness Act it says mechanized vehicles cannot go into those areas and that is a mechanized vehicle you are sitting in. And in the Americans with Disabilities Act, we changed that over the opposition of a lot of people who felt very, very strongly about not changing that and allowing wheelchairs to go in. You are on your own, of course, and we admire you for doing it, like my friend in Utah who can do more on his hands than any man I have ever seen in my life. But that has been changed so that people can go in with wheelchairs, which I think was a very smart thing to do and it has opened it up for a lot of people who should have that right.

The wilderness bill as was drafted in 1964 did not come from the hand of God, it is just a puny old guy sitting over here that drafted that stuff.

Senator WELLSTONE. Mr. Chairman, speak for yourself.

Mr. HANSEN. I would like to add something to that, Paul, but I will let it go.

So from time to time we have to look at things and we have to say well, we are into a new era and should we change it. And I think you are a living example of one that I think was a smart change to make in the wilderness act. And I do not want to belabor that, nor do I want to draw an analogy because I do not have a dog in this fight.

Incidentally, thank you to each and every one of you. Your testimony was excellent, we appreciate you being here and we will excuse you now.

The next panel is composed of Mr. Jim Martineau, Chairman of Voyageurs Regional National Park Association; Mr. John Pastor, Citizen from Duluth, Minnesota and Mrs. Fran Heinselman, Citizen from St. Paul, Minnesota. Will those folks please come forward?

If we may have order, we would appreciate it. Let us give these folks the courtesy they deserve and move along with this. We are going to run out of time, and I want to make sure we get everybody on.

Thank you for being here. You know the rules. Mr. Martineau, are you ready to go? We will start with you, sir, you are recognized for five minutes. Please give Mr. Martineau your attention. Thank you.

STATEMENT OF JIM MARTINEAU, CHAIRMAN, VOYAGEURS REGIONAL NATIONAL PARK ASSOCIATION

Mr. MARTINEAU. Chairman Hansen, welcome to Minnesota. Our thanks to you and the members of the Minnesota delegation for taking time today to hear the concerns of Minnesotans over the future of two of Minnesota's most precious resources—Voyageurs National Park and the Boundary Waters Canoe Area. Although these two resources represent only two percent of Minnesota, their value benefits this entire State and extends beyond its borders.

My name is Jim Martineau. I am the Chairman of the Voyageurs National Park Association. We are a group of citizen volunteers working to keep the Park faithful to the law that established it, as that law stands today. Also I am a resident of Minneapolis and my wife and I own a small island in that part of Rainy Lake which is just beyond the western edge of Voyageurs National Park. We have spent part of every summer and of some winters on Rainy Lake since 1958. Over these years, we have motored and canoed on the lakes that constitute the Park and the lakes and rivers that drain into it. We know the Park well and we love it.

Let us review the geography of the Park for just a minute. In 1971, the Park was created. It consists of a 218,000-acre roadless park with four major lakes—Kabetogama, Namakan, Sand Point and the southern half of Rainy Lake. These lakes make up 40 percent of the Park. The four lakes are open to motorized access in the summer and winter. There are over 500 miles of National Park Service and snowmobile club-maintained snowmobile trails in and alongside the Park. This number does not take into account the remaining square acreage of frozen lake surface open to motorized use. By contrast, the Park has six miles of cross-country ski trails and about 12 miles of hiking trails. The 58,000-acre Kabetogama Peninsula lies in the center of the Park and is home to four wolf packs and 18 active bald eagle nests. The Kabetogama Peninsula is the only place in the Park managed as a wilderness area.

In 1974, the year the Park was authorized, the author of the bill, Eighth District Congressman John Blatnik wrote "The Nation's 36th national park will be a wilderness park, with emphasis on sports such as hiking, camping, canoeing and fishing in the summer and cross country skiing, snowshoeing and ice fishing in the winter... Motorboating—and in the winter, snowmobiling—will be permitted on the larger lakes but motor vehicles will be entirely prohibited on the peninsula."

In March of this year, Senator Rod Grams invited State Senator Lessard to address the U.S. Senate Subcommittee on National Parks and Public Lands. Lessard asked the subcommittee to declassify Voyageurs as a national park, presumably hoping the Federal Government would continue the flow of Federal dollars to whatever unit of local government would undertake to run it—highly unlikely, to say the least.

On August 18 of this year, a House/Senate congressional field hearing in International Falls gave Minnesotans, in the words of Senator Grams, "the opportunity to bring their concerns on Federal land management reforms directly to Congress." You gentlemen have now brought your committee here to the Twin Cities to give

further opportunity for Minnesotans to express their concerns, and for that we thank you.

However, there should be no doubt in your minds how Minnesotans think the Park should be used. Minnesotans have spoken clearly and consistently since 1969 about their park.

In 1969, a Minneapolis Star and Tribune poll found 71 percent of Minnesotans support having a national park in Minnesota. A 1991 project research poll found 90 percent of Minnesotans want to see a section of Voyageurs National Park set aside, accessible only by non-motorized means. In 1995, the Minnesota poll found 70 percent of Minnesotans oppose lifting restrictions on snowmobiles and motorboats in Voyageurs or the BWCAW. Seventy six percent of Democrats and 69 percent of Republicans oppose lifting the ban on snowmobiles and motorboats in Voyageurs. Fifty six percent of snowmobilers oppose lifting restrictions in Voyageurs. As these results show, overwhelmingly Minnesotans want their national park and they want it to be continued to be managed for both motorized and non-motorized use.

Like the rest of America, our association wants Voyageurs to stay as the compromise park that it was created to be. Minnesotans do not want to turn the Park over to local control and local county officials do not want responsibility for the Park. That was clearly spelled out in the hearing in International Falls.

The polls and the voices of people tell us that what Minnesotans want is that the Park not be turned back to a local hunting and fishing preserve. The National Park Service, the Park's resort community and citizens groups like ours work to attract the national park visitor as envisioned in the words of John Blatnik quoted above. The 500 miles of snowmobile trails will be preserved, power boats will be allowed on all the great lakes of the Park. But our association also stands for increasing the popularity of quiet activities in other parts of the Park, such as camping, kayaking, canoeing and cross country skiing. Our association stands for continued dedication of the Park to the uses set out in enabling legislation as described so ably by Congressman Blatnik in 1974 and still firmly supported by the citizens of Minnesota.

Let us preserve this national park, accessible in most areas by motor, but in other areas providing a wilderness that attracts the seeker of quiet and solitude and those who would commune with the Voyageurs and the Native Americans who preceded us in this beautiful part of America.

We urge that the Park, Minnesotans and the county have benefited from John Blatnik's wise compromise of 1974. Let us not disrupt it now. Congressmen, you say you are here to learn the concerns of Minnesotans about the Park. Their concern is simple—leave Voyageurs alone.

[The prepared statement of Mr. Martineau can be found at the end of the hearing.]

Mr. HANSEN. Thank you Mr. Martineau.

John Pastor, we will turn the time to you for five minutes, sir.

STATEMENT OF JOHN PASTOR, NATURAL RESOURCES INSTITUTE

Mr. PASTOR. Thank you, Mr. Chairman. My name is John Pastor, I am a Senior Research Associate with the Natural Resources Institute at the University of Minnesota in Duluth and an adjunct professor with the Department of Fisheries and Wildlife at the University here in St. Paul. And in particular, I wish to extend my thanks to Chairman Hansen for making a visit to our State.

I understand that the purpose of these hearings is to determine facts surrounding the establishment and current status of Voyageurs National Park and Boundary Waters Wilderness. Determining the facts through the continuous sifting and winnowing process of research is my job as a public scientist. I, therefore, wish to present some facts regarding Voyageurs National Park that may assist you in your deliberations.

Northern Minnesota, including some of the current confines of Voyageurs National Park, has had a history of extensive logging since the turn of the century. It is often believed that all of the area had been logged and that precious little landscape is in the condition it was prior to European settlement. If the landscape of the Kabetogama Peninsula is merely second growth, cutover forest, then I might agree that its qualities as wilderness are probably minor.

Our research, however, has shown that this is not the case. The forests and wetlands of the Kabetogama Peninsula are in much the same condition as when David Thompson and the Hudson's Bay Company and later the Nor'west Company first viewed them from a birchbark canoe before the American Revolution and wrote some of the finest descriptions of the area in his journals. We have mapped the forests and wetlands of the peninsula from air photos taken as long ago as 1927 by the Royal Canadian Mounted Police as part of the border survey required by the Webster-Ashburton Treaty between the United States and Canada. From the air photos we have distinguished logging from wildfire. Logging has had a minor impact on the forest of the peninsula—only 25 percent of the peninsula has been logged since 1940. In contrast, the forest of the peninsula owe their character to extensive wildfires during the drought years of the 1930's. The role of wildfire in structuring forests of northern Minnesota was confirmed by the research of Dr. Miron Heinselman, late of the U.S. Forest Service, who mapped the forest of the Boundary Waters and was instrumental in its establishment and that of Voyageurs National Park. And I am pleased to call your attention to Fran Heinselman, who will speak next.

We also obtained the survey records of the General Land Survey Office, taken during the 1880's prior to any logging of the area. These records contain data on the sizes, densities and species of trees at each quarter section point. From them, we have reconstructed maps of the vegetation of the peninsula prior to any logging. Contrary to general opinion, there was surprisingly little white and red pine on the peninsula to be logged. Some of it was cut, but much remains, including the largest old growth pine stand in the State outside the Boundary Waters. This stand, 280 acres in size and containing trees three feet in diameter and more than 200 years old, was completely unknown until we discovered it dur-

ing the course of our research. The existence of this magnificent stand alone is testimony to the wisdom of Congress in establishing Voyageurs National Park as a significant portion of this northern landscape.

And in my copies of my testimony to you, I include some color photographs of this stand so you can see it.

There are many other ecologically significant reasons for preserving Voyageurs. Voyageurs has the largest wolf population of any park in the lower 48—indeed it is the only park in the lower 48 to have retained intact its original wolf population. The Park also has what may be the largest populations of nesting bald eagles and ospreys of any park in the lower 48. The beavers have returned and the valley bottoms have recovered their original character of ponds and meadows that first brought the voyageurs here at the time the Pilgrims were struggling in Massachusetts. Moose and deer, loons and merlins, lynx and otter, and many other inhabitants of the North Woods are also thriving. There is no other park outside Alaska that can boast this.

Clearly, Voyageurs National Park has something to offer the Nation and clearly it has merit as a significant piece of our Nation's heritage.

I would like to conclude by offering a few comments on a vision for Voyageurs' future. With some imagination, I believe the economy of the area can be greatly expanded and diversified by taking advantage of the unique geography and the presence of Voyageurs National Park. It is difficult to make a living in this north country. People have to feel that they can make a decent living here if they are to stay. Those who claim the Park has hurt the economy of the area have generally not availed themselves of the unique market that a national park draws. The success of the Gunflint Trail Association in the eastern sector of the Boundary Waters in catering to both wilderness and non-wilderness travel could serve as a model for the Orr-Crane Lake and Ash River-International Falls communities around Voyageurs.

The people of this nation are currently struggling with decisions about natural resource management, environmental protection and economic development. This will probably be the main focus of this committee for many years to come. I offer Minnesota to you as a model for the Nation's struggle to preserve significant portions of our landscape, while sustaining diverse economic growth based on natural resources. Minnesota has, in the Boundary Waters Wilderness, Voyageurs National Park and adjacent Quetico Provincial Park in Ontario, the largest contiguous wilderness and the most heavily used wilderness in populated North America. At the same time, we have a healthy timber industry that depends heavily on public timber supply—in fact, we are the largest paper producer in the country. We also have a mining industry that is recovering from the devastating recession in the early 1980's. We enjoy boating, snowmobiling, canoeing, skiing, snowshoeing and dog sledding. We enjoy picnicing and camping from a car as well as wilderness travel. Voyageurs National Park and the Boundary Waters Wilderness are keystones of our heritage and our economy.

I conclude by urging the U.S. Congress in general and Minnesota's congressional delegation in particular to put aside legisla-

tive attempts at further adjustment of wilderness boundaries and management. Instead, I urge you to look to Minnesota as a model of a State that has preserved a significant portion of its natural heritage as wilderness while developing strong natural resource-based economy. Please help preserve and strengthen Voyageurs National Park.

Thank you.

Mr. HANSEN. Thank you, sir.

[The prepared statement of Mr. Pastor can be found at the end of the hearing.]

Mr. HANSEN. Fran Heinselman, we will now turn to you.

STATEMENT OF FRANCES HEINSELMAN, CITIZEN, ST. PAUL

Mrs. HEINSELMAN. Thank you for the opportunity to speak today and welcome to Minnesota. My name is Fran Heinselman.

Voyageurs National Park is a unique area. This park deserves not only the classification as a national park but the protection as a wilderness for all to enjoy. The experience of seeing animals in their natural environment is becoming more rare. It is important to save these areas for people who come after us to see and enjoy. I would like to share with you one of our experiences in Voyageurs. In August, 1987, my husband and I traveled to the Kabetogama Peninsula of Voyageurs National Park. What follows is an accounting of that trip.

The hiking trail in Voyageurs that intrigued us in 1987 was the Kabetogama Peninsula. We parked the car at the Kabetogama narrows; canoed across to the Lost Lake portage; saw five otters looking curiously at us on Long Slough; and canoed Lost Bay to the Agnes Lake Trail Head where we hiked to Cruiser Lake.

The thrilling sounds of wolves howling greeted our ears about midnight on August 19, 1987, at our Cruiser Lake campsite. August 20 found us hiking the trail to the breathtaking views of Rainy Lake from the high granite bedrock ledges above the rocky Anderson Bay shoreline. On the return hike to our Cruiser Lake campsite, we were tired and took more time looking across several ponds to see wildlife. A head moved in the tall grass on the far side of a pond about half a mile north of Cruiser Lake. Was it a deer or a wolf? We realized it was a wolf as it moved up to a rocky ledge overlook. Soon the wolves stood to look over us, one, two, three—then they moved onward and more appeared. Gradually all retreated out of sight. They obviously saw us, but could not get our scent because the wind direction was toward us.

Bud decided to do one wolf call. No sound response, but one wolf appeared on the rock ledge again, then two, then three and two more on the side slope—five at one time. A pack of wolves—wow, that was something! Just west of the rocky ledge another wolf showed up, making six wolves at once. We were too far for photographs but a rare site for two tired hikers absorbing the beauty of these magnificent creatures. As we walked back to camp, we realized that we had just had a once in a lifetime experience. We realized afterwards that this experience brought us close to seeing a large part of the Park's wolf population.

I have often wished that we had been able to take a picture of this unusual scene, but we both knew that the move that was re-

quired to reach into our back packs to retrieve the camera and the right lens, would have been enough to scare these wolves away. I do not believe that the encounter would have happened if a motorized trail was on the peninsula.

On other trips through the Park, we have enjoyed watching the diverse waterbirds and raptors. We have not only canoed in Voyageurs but we have used a pontoon boat. We have enjoyed the historic Kettle Falls Hotel. That is the nice thing about Voyageurs, it has diverse types of recreational opportunities that you cannot find anywhere else. It is the chance to have motors in some areas, wilderness in others that have come to be a part of what Voyageurs offers. Let us keep Voyageurs as it is and keep the peninsula free from motors.

Mr. HANSEN. Thank you for your testimony.

[The prepared statement of Mrs. Heinselman can be found at the end of the hearing.]

Senator Grams, we will recognize you for five minutes.

Senator GRAMS. Thank you very much, Mr. Chairman.

Mr. Pastor, you talked a lot about access and recreation and enjoyment, but a lot of it boils down to economics as well. I know in the written part of your testimony today, you talked about the Voyageurs National Park being able to generate even more tourist dollars for the International Falls community, and I will paraphrase. Many claim the Park has hurt the economy of the area—you claim that if they would avail themselves of the unique market that the national park draws, they could make additional dollars. Do you think the Park Service at all has been helpful to the people of International Falls in this pursuit, and particularly when the Park Service has failed to complete a congressionally mandated visitor use plan?

Mr. PASTOR. I think the Park Service should complete the visitor use plan, whether it is regarding wilderness access or motorized access or whatever—yes, I think they should do it.

As far as whether the Park Service is helpful or not to the people of the area, I personally cannot speak to that one way or the other. I am a research scientist and I can only say that the Park Service has been very helpful to me over the years. I have found them very professional and open and I think the new Park Superintendent, Barbara West, who just arrived, is trying to go out and meet people and talk with the people.

Personally, I also talk with many people in the area. We do a lot of business with Voyageurs Marine for our boat that we use up at the Park, and I think the main thing is to keep talking, give Barbara West a chance to go out and do things and try new things and keep going along those lines.

Senator GRAMS. It is nice to hear about some of the economic inputs.

Mr. Martineau, maybe I can direct this question to you. Many claim there has been an economic boon to the Ely area, but yet when we held the hearings in International Falls, we heard from State Senator Doug Johnson and State Representative Tom Bakk, who felt exactly the opposite. Representative Bakk said it this way, he said "It has got to be a place where you can live and raise your family as well." And he quoted some numbers of about 5,500 peo-

ple, which is fewer people in his county today than there were 10 years ago, because of a lack of economic opportunity. So a number of area residents who have been born and raised there, who have loved the area, would like to live their lives there, have had to leave because of a lack of economic opportunity. Now the Boundary Waters Park was promised when it was initiated that it was going to bring some of this economic boon to the area, and in fact, that is what got a lot of local residents behind the area very strongly, and that is why they feel betrayed in some ways. So that is why I want to ask where are the economics today and why have most people said that those economic benefits have not materialized?

Mr. PASTOR. Maybe I could speak to that a little more now that you have clarified the question. The Iron Range mining industry collapsed in the 1980's. That was the source of employment for many of those people in the area, and that was a great tragedy. And it was as a result of that collapse in the mining industry that the institute that I am a member of—let me finish—was established, to help in this regard. We have a group of economists in our institute who would very much like to do a study of the economic opportunities around the park—motorized and non-motorized.

I think the institute is there to help. I am not speaking for the Institute—I am not the director of the institute, but I think I could say that we are there to help, that is the purpose of the institute.

There are serious economic problems in northern Minnesota, but to blame that on the Park or the Boundary Waters, I think is stretching it a bit.

Many promises were made in the 1960's and 1970's, long before the collapse of the mining industry. But basically, there were a lot of promises made and some of the controversy is that it is the management of the area, of the Park itself, that is prohibiting a lot of economic development. That is where some of the concern lies.

Mr. PASTOR. Well, that is certain people's opinion and other people have other opinions. That is all I can say.

Senator GRAMS. Mr. Martineau.

Mr. MARTINEAU. In addition to the problems of the mining industry, the city is really dependent upon the paperboard industry. And that is a very cyclical kind of business and it is too much to ask the Park to be able to cure those problems. But we are all very encouraged by the attitude of Superintendent West, who has come in espousing ideas about they are kayaking over on Lake Superior and there is not any reason why we cannot have a kayaking department over here.

Mr. MARTINEAU. I think a new leaf is being turned over and the people are going to be very proud.

But in addition, the Park is the fourth largest employer in Koochiching County, and if they decertify the Park as some people want to do, that is going to be a big hit for the economy of that area.

Mr. HANSEN. Senator Wellstone, I recognize you for five minutes.

Senator WELLSTONE. Mr. Chairman, for the record, I mentioned Marshall Humberger's work as a journalist and then, because of a sleep deficit, Milt Knowles is not a journalist, he is Chairman of the Citizens Council on the Voyageurs National Park. so for the record, I want to get that straight.

A couple of quick points. First of all, I do want to thank all of you, and Fran, you know, I also would like to thank Bud in his authorship of "Troubled Waters" and all of the contributions that he has made over the years and I honor him.

Jim, real quickly, I would like to say something that I consider to be very positive. There may have been at a certain point in time some people talking about declassification. That is not going to happen, Voyageurs is going to stay a national park.

Three questions. For Jim, you talk about Voyageurs as a compromise park and I am not sure whether you mean that as if to say you are quite satisfied or if you mean that to say there are some concerns that you have, some dissatisfaction—I am not saying this very well, the sleep deficit again.

John, I was listening to your response and you put a tremendous amount of emphasis on the kind of cultural and natural value of Voyageurs, in fact I think you are very eloquent. This whole issue of the management issues, and I agree with your assessment of Barb West, by the way, but the whole question of the local economy and how more people know about the Park, how more people can treasure it, what things can be done in terms of economic development. Maybe briefly you could respond to that. And Fran, maybe you could respond to that same question since you talked about your experiences. Those are my questions. I only have three minutes.

Mr. MARTINEAU. I got the short question. You asked me about the use of the word "compromise."

Senator WELLSTONE. Yes.

Mr. MARTINEAU. That is a word that is in not very good repute these days, but I consider it a compliment. That is a park in which the interests of lots of different people with lots of different attitudes can be met. And that was the bargain that was made at the beginning and that is the bargain that is being kept up now and that is the bargain we do not want to see changed.

Mr. PASTOR. I guess this whole business of the Park and its role in the economy of the area keeps coming up. I do not think we established parks and wilderness areas for the economy. The people that live there have to make a living and it is tough to do that.

Senator WELLSTONE. Yes.

Mr. PASTOR. Now if the Federal Government can help out in some way to help the people take advantage of the Park and the market it draws, then I am fully in support of that, but that is not the purpose of creating the Park to begin with. The Park has a role to play in the economy and the Federal Government has a role in helping out the local people take advantage of that to make a living, but that is not the purpose of why the Park was created.

Senator WELLSTONE. Fran, just to restate the question. You have talked about the trip you took, you have talked about the experience, but not as many people are taking that trip as maybe all of us would like, what do you think are ways in which more people could know about this treasure, more people would take that trip?

Mrs. HEINSELMAN. Well, I think the people themselves have to have the desire to want to do that and Voyageurs offers that desire. I mean, if you have the desire and want to go, you have an oppor-

tunity to see it, be there and live it, but if was not there, there would be no reason to go there.

Senator WELLSTONE. The reason I mention this is just that it may be a policy difference or an intellectual disagreement or whatever. I do not think anybody is saying this but it does seem to me that it would be a legitimate question to raise, just as people talked about the Boundary Waters what many think is a very positive economic impact. I heard that testimony earlier and I think it is important. It does seem to me that there is a connection between Voyageurs as a treasure and the number of people you would want to know about it and use it and its effect on the local economy. I think those questions that have been raised by people in International Falls, I think those are legitimate questions and I do not think we should minimize those at all.

Mrs. HEINSELMAN. Well, I think it does offer the opportunity that people can go and seek a wilderness experience and you can also use the motors. You can use your mechanized equipment in there too because we have done both ways and we have enjoyed it. We are also very partial to the Boundary Waters Canoe Area, too.

Senator WELLSTONE. Thank you.

Mr. HANSEN. The time of the gentleman has expired.

Mr. Vento.

Mr. VENTO. Thanks, Mr. Chairman.

I want to especially recognize Fran Heinselman and the work that she has done. She and her spouse, Bud, who was a professional land manager, really gave up that role to work almost full-time because he felt so strongly—and I know Fran feels so strongly about some of the values that are in these special landscapes in northern Minnesota. She has been an ardent supporter of the conservation efforts in that area and obviously someone that very much enjoys those resources and wants it preserved and has put the time and the effort on the line to see that it is done. We are very grateful to you. I think all Minnesotans and all Americans should be grateful to you, Fran, and to Bud for the work that you have done.

We are talking a little about the economics here. Of course, part of the issue is that tens of millions of dollars have been put into Voyageurs and every year we have a budget of about $2.5 million, $2.3 million in operating budget for Voyageurs that comes from the national government. They have all sorts of goals. There is some criticism about a plan not being put forth because we did not appropriate the money. That is a point in fact, and I am as guilty as anyone else for not appropriating the money. And also for plans for houseboat tie-ups and campsite tie-ups that we need to do. I guess we can go back and reflect on where our priorities are with regards to this particular national park, and that we ought to be paying probably more attention to it in terms of getting the money to keep the commitments that have been made. For instance, every year, I have constituents come to me that own land that is surrounded by the Park, within the Park, that they would like to have some land/water conservation money in the Park budget so that they can do what the law states that they would do. But the issue I think here about the resource, about Voyageurs, has not been talked about. Nobody here, I guess, is advocating—they are all up in

northern Canada or someplace, somebody that advocated stripping park designation for Voyageurs, but there are other things being advocated.

One proposal was to modify the Endangered Species Act as it affected the Park. Right now, the controversy is that some of the bays restrict snowmobile use because there are wolf kills that go on and they actually utilize those bays as areas to capture and hunt moose or deer, beaver, or whatever in those areas and that would interfere with the wolves.

The other issue is, of course, the wolves in Kabetogama Peninsula in those packs which are natural, which John Pastor talked about here today. But someone in an earlier panel said that there are hundreds of miles of roads on Kabetogama Bay.

John, did you observe that, hundreds of miles of roads on there?

Mr. PASTOR. Boise Cascade and Minnesota and Ontario lumbering pushed through a network of roads on the Peninsula, but this is puzzling to me because it was well ahead of their logging operations. I am trained as a forester and that is not a smart thing to do, spend money on roads in the area well ahead of your logging operation. Those things were just bulldozed trails. That is all they were. And they have since grown back. People snowmobiled on them until they grew back. It is very difficult to find these now at all. There is hardly even a trace of them left.

Mr. VENTO. Your testimony pointed out that a good part of the 70 percent of the peninsula is as it was at the time of the American Revolution. I think this is a pretty extraordinary circumstance. As my colleague said, I think the people in greater Minnesota have a real interest in this area. They are obviously close to it; they have used it. I think there are a lot of reasons to recognize their role as stewards of this area. I mean, I agree with that. But I think the economy, for instance, of this area is enhanced by some of the activities. You cannot have hunting in parks, obviously. That is one of the proposals. Other proposals are to put in place councils to manage it. You have to follow the law, the council does if there are laws.

Now one of the issues that is behind all of this is, of course, that some believe there ought to be wilderness designation in Voyageurs and others do not. The fact is, since there was not consensus, we did not proceed with the recommendations for designation of wilderness in Voyageurs. Of course, the other issue now that is coming is that we should strip away the possibility. Do you think, Mr. Martineau, Mr. Pastor and Mrs. Heinselman that we ought to consider to postpone and keep open the possibility of wilderness designation here if we can find wilderness qualities at sometime in the future?

Mr. MARTINEAU. Oh, I absolutely agree. We have talked about the nature of the compromise, and I think the nature of the compromise is that some part of the Park should be at the highest level of wilderness protection and that is pretty clearly the Kabetogama Peninsula. That is what I think it ought to be managed for. That is the compromise.

Mr. PASTOR. Yes, I think the qualities in the Kabetogama Peninsula that I have learned over the last 10 years of working on it

much of the time are suitable for designated wilderness and I think that should remain an open option.

Mrs. HEINSELMAN. Yes, the accessibility to wilderness is very easy there. You do not have to take a long hiking trail to have this experience. It can be just a one or two-day experience. And, yes, you can find it there. But some of the others, you have to travel many, many miles before you can have this experience.

Mr. HANSEN. The time of the gentleman has expired.

Mr. Oberstar.

Mr. OBERSTAR. Again, thank you, Mr. Chairman, and thanks to these witnesses for their views, very well presented and thoughtfully presented.

The issue of economics and Voyageurs National Park, let me put that in a little perspective. In 1965 through 1969 during the very earnest debate, locally and statewide, over establishment of the Park, repeated statements were made—assertions and comparisons to other areas of the United States where a national park or a national recreation area was established, demonstrating that land values went up, local economies improved; there were significant local economic benefits from establishment of a national park—in order to allay people's fears that resorts would be put out of operation; homes within the Park would be acquired and on paper later, Boise Cascade's lands would be acquired and there would be diminution of their yield from the Kabetogama Peninsula. Those arguments were made to demonstrate to people that there would be an economic benefit. It was frequently said that there would be over two million visitors to the Park. I think the statement was greatly over-estimated. There could not have been two million visitors to the Park in the first 10 years, there was not the infrastructure to support it. By infrastructure, I mean resorts and camping facilities, hotels in the nearby communities to support and accommodate that large a number of visitors to the Park. But the fact remains that that was a very important argument in selling Voyageurs National Park.

The frustration is not that the Park was not the mainstay of the local economy. The frustration is, these commitments were made, we are nowhere near achieving that number. I do not think it makes a great deal of difference whether we ever get to two million people or not. The point of frustration is, here is a commitment that was made, or a promise held out, or an illusion that has left our grasp. I am just trying to express what people in the area say and feel and what I have felt for 25 years involvement with Voyageurs National Park. The Park was not seen as a means of curing local economic problems. That was not a vision of Wayne Judy or George Esslinger who were early advocates of the Park, nor of Elmer Anderson, Governor of Minnesota at the time the idea was initiated; nor of John Blatnik, but to create a national resource. In the process there would be economic benefits. The amount of the economic benefits is a debatable matter. It is not the point here.

The second point is that we did make other commitments about uses in the Park and my objective is to keep faith with the people who in the end said yes, they assented to the establishment of Voyageurs National Park with the understandings of the uses that would be permitted within it. What I want to do is reassert those

uses. If it has to be done by legislation we will do it that way. If it can be done by management in a way that will win the trust of the people in the area, then we will do it that way. But it has to be done or government does not serve the purpose of serving the interest and keeping faith with the people.

I yield back.

Mr. HANSEN. Thank you, Mr. Oberstar.

Dr. Pastor, I am helping work on a wolf problem out in Yellowstone Park. I have been up there and looked at it and talked to people and hiked in to where they keep these pens and I have been following it pretty closely. We are in it about $6 million now and we have 14 wolves in Lamar Valley. It is pretty expensive per head incidentally. I do not know anything more expensive in the whole system than those 14 wolves. The great pen that we built—a big storm came up and knocked it down and eight of the last litter got out and they are trying to corral them right now. I always think one of the more interesting examples is northern Minnesota because I have not heard any complaints about the wolves in northern Minnesota. However, it is pretty vitriolic out home, and I just wondered, how many wolves have we got up here?

Mr. PASTOR. About 2,000 wolves, somewhere in that order.

Mr. HANSEN. Are you noticing any problem with domestic livestock or wildlife or anything like that?

Mr. PASTOR. There is no livestock in much of northern Minnesota. It is north of where you can farm. The wolves are now moving out into northwestern Minnesota where you are starting to get into rangeland. Northwest Minnesota is a lot like North Dakota. It is really the west. And there have been examples there of wolves preying on sheep and cattle and I think that is an open question. The Minnesota Department of Natural Resources is looking into it.

Mr. HANSEN. Has it become a big issue?

Mr. PASTOR. No, it is not a particularly big issue.

Mr. HANSEN. In International Falls, I talked to a livestock person and he said it is not a big issue with them.

Mr. PASTOR. No, it is not a big issue. It is of some concern but it is not a big issue.

Mr. HANSEN. That is very interesting.

I would like to yield a minute of my time to my colleague, Mr. Vento.

Mr. VENTO. Thanks.

I think one of the reasons is that the State set up a compensation program that actually compensates in this area. I do not know it well—I mean, it works. I know that they use some of the funds—they have not replenished the funds, but it is done with the Fish and Wildlife Service.

Mr. OBERSTAR. Will the gentleman yield? I crafted that program. I served on the Merchant Marine and Fishery Committees.

Mr. OBERSTAR. Julian Brosnowski who has lost a number of cattle to wolves would disagree with the impact on livestock, but I did craft the program that paid compensation and also authorized Federal trappers to come in and remove predator problem wolves.

Mr. HANSEN. If I may ask the gentleman, has it been a problem at all? I mean, an overbearing problem to a community or to the industry at all?

Mr. OBERSTAR. It has diminished considerably over the last 15 years.

Mr. HANSEN. I appreciate that.

Mr. VENTO. We have had a lot of movement of wolves and bears in the State in recent years. It may be cyclic.

One of the questions I had for John Pastor on your time, Mr. Chairman, was about the loon hatchings on Kabetogama Peninsula, and if you want to share with us—I mean, of course the loon is our State bird and it is very important. It is migratory and a long-lived waterfowl. And I was just wondering if you could share with us, John, a point on loon hatchings in Kabetogama and why that is important to the Park and to the population.

Mr. PASTOR. Well, one of the neat things about Voyageurs and the Boundary Waters is the ability to hear loons almost incessantly. It is wonderful to hear the loons in Voyageurs. I am not a loon researcher, but there was a group of loon researchers staying at a group of cabins. We rent with our research funds cabins from the Park Service in a small community they have where they put up researchers and firefighters and so forth, so we all get together and talk at night. There were some loon researchers there—and I do not want to put words in their mouths, so I will just relate to you what they said to me. There were no successful fledges of loons—loons hatch and then the young fledges, they leave the nest—this summer on the larger lakes. And one of the hypotheses they are looking into now is the fact that the lake levels were drawn down way far and then brought back up—this is the lake level question—and flooded the nests. Also, when the lake levels were drawn down, there was increased predation in the area. The only loons that fledged successfully in the area were those that fledged successfully on the interior lakes of the Kabetogama Peninsula which are now off limits to motorized recreation. And so, the call of the loon is part of the reason why you go up there, and part of the reason why tourists go up there and spend money. I think that is an important reason to try and protect as much of their habitat as possible.

Mr. HANSEN. Thank you. My time has expired. I thank the panel for your comments.

Mr. MARTINEAU. Can I just make one comment?

Mr. HANSEN. Mr. Martineau, we recognize you for a very brief comment.

Mr. MARTINEAU. My comment is that we on the conservation side, given how these hearings were initiated by the idea of recertifying the Park, we had great apprehension about your coming here. I certainly want to compliment the Chairman on the fair and judicious way he has conducted these hearings and we thank you very much for that.

Mr. HANSEN. You are very kind. Thank you.

We thank the panel for your excellent testimony and I appreciate you being here. Thank you very much.

We will now turn to our last panel. The panel is Mr. Jeff Mausolf of Minnesota United Snowmobilers Association; Ms. Carol Selsaas, Stewardship Alliance for Voyageurs National Park and Ms. Sarah Williams, Greater Northland Coalition.

Can we have order, please. This is our last panel and we would appreciate hearing these folks. Following this panel and after the questions from the members of the delegation, we will then have a five-minute wrap up, a closing statement by each member and that will conclude our meeting.

Jeff, I will turn to you, sir. You are recognized now for five minutes.

STATEMENT OF JEFF MAUSOLF, MINNESOTA UNITED SNOWMOBILERS ASSOCIATION

Mr. MAUSOLF. Thank you, Mr. Chairman for the opportunity to testify before this panel on behalf of Minnesota United Snowmobilers Association, commonly known throughout the State as MnUSA.

MnUSA proudly represents 284 snowmobile clubs, 521 commercial members and over 23,000 snowmobiling families from throughout the great State of Minnesota. In 1994, MnUSA volunteer members logged over 140,000 hours of maintenance and grooming of the State's snowmobile trail system with an estimated value of close to $500,000.

Minnesota is the home of the only two United States manufacturers of snowmobiles, Arctco Incorporated of Thief River Falls and Polaris Industries of Roseau. We also have the research and development facilities for Yamaha Snowmobiles located in Coon Rapids, Minnesota.

A 1994 survey by MnUSA and the Minnesota Department of Natural Resources shows 216,000 registered snowmobiles in the State. That same survey indicates that these snowmobiles are driven a total of 106 million miles annually. As these numbers show, snowmobiling is the number one sport in our State and is, in fact a billion dollar tourism, manufacturing and retail industry for Minnesota.

MnUSA has been an active participant in the ongoing debate over management and recreational use of Voyageurs National Park dating back to the Black Bay duck hunting/land exchange issue in the early 1980's. We later offered testimony in the Wilderness suit brought against the Park Service by the Voyageurs Regional National Park Association. In that action, the courts affirmed that snowmobiling was indeed a legitimate use of Voyageurs National Park as directed by the Secretary of Interior.

MnUSA recently filed suit against the Secretary of the Interior, the U.S. Fish and Wildlife Service and the National Park Service in an attempt to remove snowmobile access restrictions in 16 bays on Lake Kabetogama. We view this action, initiated in 1993 in the name of wolf protection, as little more than an attempt to misuse the Endangered Species Act to further restrict snowmobiling in the Park in defiance of the Voyageurs enabling legislation.

We stand in support of the Oberstar initiative because we view it as an important and necessary first step to bring the Park Service and other Federal agencies within park management toward a more realistic and workable approach to managing Minnesota's only national park. We, as the number one winter users of the Park feel the only solution to this issue surrounding proper use of this park is the establishment of a management team which in-

cludes a significant number of park users and park neighbors in a framework that gives these groups real power to affect policy in the Park. The Oberstar initiative, in that it speaks to these concerns, is an important first step we heartily support. We feel the management of the Park has failed to address the concerns and needs of these groups and believe a change in management in the Park in some form is necessary.

Over 23,000 snowmobiling families, as well as all taxpayers and outdoor-minded people in Minnesota have an interest in the recreational opportunities and economics of northern Minnesota, including Voyageurs National Park. At our quarterly meeting this past spring, the board of directors of our organization passed the following resolution. "MnUSA supports making realistic changes in the management policies for Voyageurs National Park, and to that end makes the following recommendations: No wilderness designation. All bays and major lake surfaces remain open. Chain of Lakes Trail upgraded to a two-way trail. Additional on-land trails be established, many of which existed prior to the establishment of the Park. Joint local, State and Federal planning and management of the Park."

I have with me to enter into the record petitions signed by 3653 of my constituents who elected me that I would like to enter into the record.

Mr. HANSEN. Without objection, it will be entered into the record. Thank you. Go ahead.

[Due to the high cost of printing, these petitions were placed in the subcommittee's archives.]

Mr. MAUSOLF. Because of time restraints, I will limit my remaining remarks to the three above-mentioned items, wilderness designation; bay closures and joint policymaking and management.

Wilderness designation has been the single most heated subject for debate since the inception of the Park. The Park Service stated in their environmental impact statement that legislative mandates to provide for visitors' use would need to be constantly balanced with the mandate to preserve the Park's natural value. Clientele groups, growing population, increased visitor use and changing economic conditions could influence the interpretation of National Park Service management policies and management actions, particularly where specific land use controls are not firmly or somewhat irrevocably established.

Balancing preservation concerns with the mandate to allow recreational use is the Park Service's job. Changing that balance as circumstances change is also the job of the Park Service. Allowing clientele groups to influence policy is not only part of the Park Service's function, it is the basis this country was founded on—democracy.

Bay closures. As stated in this testimony, MnUSA views the bay closures of 1993—the 16 bays on the major lake surfaces—as arbitrary and capricious, with no scientific basis or otherwise. The 1991 Environmental Assessment states "lake surface snowmobiling did not materially or adversely affect the wolf population in the Park." Further comments from L. David Mech, noted wolf biologist for the U.S. Fish and Wildlife Service, made the following comments in his book, *The Wolf,* dated 1970. "Wolves feeding on deer kills along the

shorelines are sometimes temporarily displaced off a carcass by passing snowmobilers or other winter recreationalists. After they depart, the wolves frequently return to the carcass to feed. If winter recreationalists have been having a detrimental effect on the Park's wolf population, it has not been reflected in the stability of that population over a 15-year period."

Mr. Mech more recently stated in the Natural Resource Management Plan, "I know of no evidence or reason to believe snowmobiling, summer or winter use, winter camping or other winter sports will have a detrimental effect on the survival of the wolf population. Wolves' avoidance of well-used human trails should cause them no real inconvenience, nor should it interfere with their hunting."

Although the Park Service has declared the authority to temporarily close areas for consideration of public safety, wildlife management, weather and park management objectives, these winter bay closures are not temporary, and the Park Service has not come forward with any research or data citing potential significant wildlife impacts to justify even temporary closures.

In joint management and planning, Voyageurs has failed to live up to its potential since its inception. The National Park Service's management leans heavily toward preservation at all costs and micro management from Washington has not seemed to have been effective. Instead, constant controversy and litigation have offset the minimal tourism efforts by the National Park Service.

As Congress begins to take on the tough job of reforming and reorganizing the Park Service, whose problems with maintenance shortfalls, accounting deficiencies and an increase in public outcry regarding their policies have not been addressed, we add our voice to those like Congressman Oberstar, calling for a new direction for this agency, and we agree with his proposal to form a management council representing as many viewpoints and interest as possible.

In closing, I would be remiss if I did not counter some of the misleading and even false statements attributed to our position on Voyageurs National Park. Let me assure everyone that we do not advocate logging or mining in Voyageurs National Park, or turning Voyageurs National Park into a buzzing motorized raceway, or selling portions of Voyageurs National Park to decrease the Federal budget, or turning Voyageurs National Park into the Disneyland of the north.

Through all the rhetoric and misstatements, one term stands out to me. It is a term that has been liberally used by extreme preservation groups and like-minded elected officials. That term being, "Voyageurs National Park is the crown jewel of Minnesota." Voyageurs National Park is not a rare artifact that can only be preserved and appreciated from afar like a crown jewel in a glass museum case. Voyageurs National Park is to be enjoyed, preserved and appreciated by the public who pays the bills.

Thank you, sir.

Mr. HANSEN. Thank you. I appreciate your comments.

[The prepared statement of Mr. Mausolf can be found at the end of the hearing.]

Now, Ms. Selsaas, we will turn to you.

STATEMENT OF CAROL SELSAAS, STEWARDSHIP ALLIANCE FOR VOYAGEURS NATIONAL PARK

Ms. SELSAAS. Chairman Hansen, members of the Committee, concerned citizens, my name is Carol Selsaas. I represent the Stewardship Alliance for the Voyageurs National Park. I am here also to fulfill the wish of a dying man. Please let me explain. I want to talk about a wonderful man, George Esslinger, my father. George Esslinger was one of the strongest supporters in northern Minnesota for the establishment of a national park on the Kabetogama Peninsula. My father died knowing that he had been lied to. He died apologizing to me, his grandson and to his community. On his death bed, I promised I would fulfill his wish and tell the story of how he was misled in his support for the Voyageurs National Park.

There is an organization that shares my father's goals for the Park, the Stewardship Alliance. It represents those who share a concern for the misrepresentations of the Park Service and their allies who want to close the Park for the enjoyment by the average person.

The Alliance's stated purpose is to initiate, promote and support plans and policies for the Voyageurs National Park that recognizes the unique character, the history and the culture of this park area, and to allow for the reasonable use and the enjoyment by all people now and in the future. The Alliance has been encouraging the Park Service to participate in the creation of a visitor use and facility plan as required by legislation enacted in 1983. The Park Service has totally ignored the law requiring a visitor's use and facility plan; at the same time, they have started and completed plans not required by the law. The Alliance also opposes any wilderness designation in the Park. Over 80 percent of those testifying in public hearings conducted by the Park Service testified against wilderness designation. The Park Service ignores the wishes of the public and continues to manage the majority of the Park as wilderness while pushing for congressional wilderness designation.

For over nine years my father worked with other men and women to fight for the creation of this park. He assisted the Department of Interior in physically identifying the boundaries of this park. He traveled and spoke highly in favor of this park. He gave his heart and soul. He believed that this area he supported for a national park would be maintained for the enjoyment of all people; snowmobilers; skiers; boaters; hikers; fishermen; hunters, and yes, even dog sledders. He felt that this would be a park for everyone who had respect for this land, not lock it up except for a chosen few.

When the bill creating the Voyageurs National Park was drafted in the late 1960's, it permitted hunting, fishing, trapping, motorized use, airplanes, commercial fishing and snowmobiling. My father accepted the loss of hunting, trapping and commercial fishing. He was promised that the Park would work to improve the sport of fishing in that area; instead, they have discouraged fingerling stocking of lakes and made lakes inaccessible by traditional means such as float planes and snowmobiles.

My father supported this park with the understanding that the trails and the roads already established would be maintained. At

the time of the Park's creation, there were over 200 miles of maintained motorized roads and trails on the Kabetogama Peninsula alone. Currently, there is a fight to close the last 12-mile trail. The Park Service claims over 100 miles of snowmobile trails, yet most of these are on the major lake surface. It is claimed that over 60 percent of the Park will be open to motorized use if a wilderness is not designated. Anyone who has been on the Peninsula or other land in the Park knows that it is impossible to use a motorized vehicle except on a maintained trail. It is also impossible to ski, hike and snowshoe except on a maintained trail.

There is a memorial to my father, placed by the Park Service, at a camp on one of his dog-sledding trails. The current Park Service regulations would probably prohibit my father from taking his same dog team on that same trail that he used to use to reach his camp. He could not reach it anyway, this trail has been closed. The trail to his memorial is no longer maintained. It is inaccessible. I have never had the opportunity to see it.

My father wanted to preserve this area that he knew so well, but he did not want it preserved only for the enjoyment of a few privileged researchers and others. My father died in 1986 after a long battle to correct a misrepresentation of what the Voyageurs National Park was to be. I will never forget his last words, "It was never supposed to be like this."

Mr. HANSEN. Thank you, Carol. Pass the microphone over to Sarah Williams, please.

STATEMENT OF SARAH WILLIAMS, GREATER NORTHLAND COALITION

Ms. WILLIAMS. Chairman Hansen, members of the Committee and concerned citizens, my name is Sarah Williams. I am currently employed as a coordinator of the Greater Northland Coalition. This newly formed consortium consists of 10 member organizations with a collected membership of close to 11,000 people. This grassroots partnership represents diverse interests and concerns based on common ground regarding the following issues.

Number one, preserving the diverse history and culture of the northland.

Number two, protecting our rights to use and enjoy public and private lands under provisions contained in the United States Constitution, international agreements and U.S. domestic law.

Number three, regaining control of our own destiny by returning more authority and responsibility to local government.

The member organizations believe it is possible to promote jobs and economic prosperity and expand recreational opportunities while improving the condition of our natural resources and the overall quality of our environment.

I came to be involved in this position because of the Kettle Falls Hotel. The hearing held in the Falls finally gave my family the opportunity to tell what happened to us there and what happened to the hotel. My great-grandfather, Bob Williams, bought the Kettle Falls Hotel in 1918 for $1,000 and four kegs of whiskey. He operated it until his death in 1956, and my grandparents, Blanch and Charlie Williams, went up to the hotel to help my great-grandmother run it. My family continued to operate this until the Park

was established. We all have very special memories of the place. One that comes to mind is, my little sister Martha was about three and went into the bar and asked Jerry Flore to put curlers in her hair, which my grandmother thought was rather funny. Martha called him Mr. Flower.

My cousin, Charlie, met his wife, Kerry. Her sister was married at the hotel. When their mother died, they came and spent about a month or two with the family. There were people that came from all over. I can remember people coming from Tower-Soudan for lunch, which is a long haul. They took their boat to Crane Lake and then put it in and brought it up to Kettle Falls. This place has a lot of meaning for the entire community.

When the Park took over, Myrl Brooks and Jack Blanton took my grandparents up to their office on the second story of the hotel—they were about 70 years old—and they told them they had to sell. Grandpa did not want to sell, but they threatened to bring in the health inspector and close them down. They threatened to condemn. They advised my grandfather against getting an attorney when he wanted to get one. They said he would just screw it up. It was probably even more difficult for the rest of the family, but they made them promise not to tell their children what had transpired in that room. They did not want anyone to know, I guess.

So my grandfather did sell the hotel. He was promised two things. Number one, that we would be there to run it. Number two, that they would restore it. It badly needed a foundation. It had been built on logs and had deteriorated. Well, we are not there anymore. The Park Service made it virtually impossible for my family to continue operating. They put a lot of regulations in, they would have meetings on a Saturday afternoon, which would be one of our busiest days, and keep Chuck in the office for four hours while they talked. I thought they usually worked 9:00 to 5:00 Monday through Friday, but they did not like to make visits to Kettle Falls while it was busy.

The hotel was almost *not* restored. There was talk of turning it into a museum. There was talk of putting trailers on concrete slabs for housing. The money did not come and the money did not come and at first it was not a high enough priority and then the money still was not coming. Finally my family made two trips to Washington, Governor Anderson accompanied them. And petitions were signed, letters were sent out requesting additional letters and finally it was restored.

But then they went on to do a lot of other things that really upset my grandfather. They dynamited the point, it was a beautiful point where we used to have campfires—just blew it away. They moved the docks on the Rainy side, which really upset my grandfather a lot also. They dynamited where they put the new docks.

They are rewriting history up there, which I think is probably the biggest thing that hurts my family. The Rendezvous newspaper published by Lake States Interpretive Association and distributed by the National Park Service talks about Kettle Falls and it makes no reference to my family whatsoever, and we were there for over 70 years. The men at the hotel make no mention of my family either. We are approximately 93 percent of this history. That place was written up in newspaper after newspaper, the Star and Trib-

une, St. Paul Pioneer Press, the Duluth paper, it was written up all over, and it mentioned my family, my grandparents.

My grandfather, this hurt him really badly, very badly. He was promised that we would be there and we are not. And in 1989, he visited with a couple of Park officials and he told them that if we were gone, he would go to State Senators, the Governor as far as he could possibly go to get us back there and to keep that place the way it was supposed to be. So I guess I am fulfilling my grandfather's wishes because he cannot now.

One thing I would like to say is my family has received a lot of support from the community. For that we are very appreciative.

[The prepared statement of Ms. Williams can be found at the end of the hearing.]

Mr. HANSEN. Thank you for your testimony, we appreciate it.

I will turn to members of the delegation for questions and will recognize Senator Rod Grams for five minutes.

Senator GRAMS. Thanks, Mr. Chairman and again I want to thank the panel members for taking their time to be here today. I think everybody is here for one cause and that is to preserve and protect Voyageurs and the BWCAW. That was the goal, I believe, when the Park and the Boundary Waters were established. I believe everybody had those concerns at heart. And I will go back to this letter that Senator Humphrey wrote concerning this, and in that letter again, I will quote, when he said, "Every existing practice will be continued the same." He also said, "The bill specifically states that present rights and property rights are fully protected and honored."

I say this because I believe, as some of our testimony has been on this panel, that many of the residents of the area supported these areas at the time because of a lot of promises that were made in writing and verbally to these residents of the area.

Mr. Joe Samargia in testimony earlier, also said it best when he said no wilderness area has ever been carved out of an area where so many residents live, so many lives were changed when these areas were created. And by the way also, Voyageurs was created as one type of park and recreational access and facility, while the Boundary Waters was different. The latter was a wilderness area, the other a different type of an asset—a national park where people were supposed to come and enjoy.

But one thing I wanted to ask this panel, why do so many residents of northern Minnesota believe that there has to be a change in the management of the Park and also can you explain why so many elected officials in the International Falls area now have unanimous belief that there should be reform in the management of the Park?

I know there are a lot of questions and differences of opinions, but I think again the bottom line is preserve and protect this area to make sure it is there for our children and the next generation and the next generation to enjoy. But you cannot ignore the fact that there is a lot of controversy. So I just ask you why you believe it should be so.

Sarah, we will start with you and we will come back left to right—right to left.

Ms. WILLIAMS. There needs to be a change because the National Park Service people—and I am not talking about the people that work there day-to-day, the local people, I am talking about administration. They are arrogant, they treat us like we do not know anything, they are very, very rude. Ross Barrett told my uncle that all he was qualified to be at Kettle Falls was a dock boy. What type of comment is that to work with people? That is not a good comment. It is rude. They have done a lot of things like that.

Quite frankly, as far as Kettle Falls goes, I do not think that they are competent. My father has never been approached for information, Peggy a little bit, Auntie June some. The only history that I have seen from the place was taken by Mary Lou Pearson who worked at the Chronicle, which was in Rainier, they have that on file. They have Chris Munson living in a log cabin they restored last summer; he never lived there, Oscar lived there. Chris Munson lived in a Boise house behind the store. They are not preserving artifacts either. There is a nickelodeon inside the box—this brings up an interesting point—my family had to sell these artifacts in order to have enough capital to reopen the hotel after the restoration. The nickelodeon was worth $25,000, it had been totally restored, it is one of two in the State of Minnesota. There is no humidity control within the hotel and it has been dried out and no longer functioning. It would take about $10,000 to restore it.

Senator GRAMS. Carol, just briefly.

Ms. SELSAAS. My father believed that if he gave this park to his community, that they would save and protect the fish population. That was the main promise, that is the reason that my father gave up the hunting issue, is to protect the fish population. And if I can bring it to your attention, I have received many letters from my relatives, but this one I brought—"Oh, yes, and there is the resort and you were so right in not wanting to see it again. What a shame to see it go to pot. There was not a single guest to be seen, nobody on the dock. I do not think he had any guests at all. He said, 'Well, people do not come if there are no fish to be caught.' Your dad would have been ashamed..."

Senator GRAMS. Jeff, 15 seconds.

Mr. MAUSOLF. Very briefly, it is unfortunate that we have a national park in the State of Minnesota where the only way you seem to be able to resolve the problems is through the court system. We have been through it with the wilderness designation and now we are entangled in it with the 16 bay closures.

Throughout my travels in the State of Minnesota working with all the clubs and all the members, one thing when I talk to them about the Park and ask them their ideas about the Park, one thing that came through loud and clear, and I think it comes through from other user groups, that park management has been arrogant, which has led to a great deal of misunderstanding and mistrust. And it is very unfortunate. I think it is a very poor legacy for a Federal agency.

Senator GRAMS. I will just make a closing statement. I know in talking with some of the personnel up there that they just made a very offhanded comment that I did not think was very well taken when they said "We will just have to wait for this generation of

northern Minnesota residents to die so the next generation will accept what we are doing here." I thought that was inexcusable.

Thank you very much.

Mr. HANSEN. Senator Wellstone.

Senator WELLSTONE. Who did say that?

Senator GRAMS. They told it to me.

Mr. HANSEN. We need to have order. Senator Wellstone.

Senator WELLSTONE. Let me try two different questions. First, on the Endangered Species Act because that is a part of what we are talking about. It was designed to protect the species and their habitat. If the bay closures were necessary to meet the Act, the question would be whether you would support them, and I think you feel right now they are not necessary under the Act—that is what I hear you saying. But if you are right, then the courts would rule in your favor.

So my question is, when then would we want the Congress to actually override the Act? In other words, if you are right, then it is a court decision. That is the way it works right now. The question is whether or not you want to see the Congress override this.

Mr. MAUSOLF. Is that the question?

Senator WELLSTONE. Yes.

Mr. MAUSOLF. We are presently involved in litigation at this point in time. Minnesota now has an estimated wolf population of 2200 wolves, which is a tremendous increase from what it was 15–20 years ago. In fact, just this summer a wolf that was collared up by Ely, a female wolf, was found almost down in southern Wisconsin just north of Wisconsin Dells, which goes to show you what kind of range these animals are starting to take on. By Mr. Beecher's testimony, by the Park Service's own documentation, snowmobiles have no more effect on the timber wolf or less effect on the timber wolf and their feeding habits than when a person approaches on foot or on cross country skis, primarily for the reason that the person approaching on foot and on cross country skis would be in that area for a longer period of time. Yes, a person going by on a snowmobile may displace them off a hill, but in documentation by the Park Service, by the Federal Government, shows that by and large they return.

Senator WELLSTONE. If I could just interrupt you. I understand your position and you state it forcefully. As you say, I know you go to court and go through the legal system. My question is whether or not you believe the Congress, in relation to Voyageurs should actually override the Endangered Species Act.

Mr. MAUSOLF. If that is the only way to ensure our viability in the Park, yes, sir.

Senator WELLSTONE. If I could just go on with my questions.

I guess for Sarah or for Carol, either one of you, both of you, can respond. Just in terms of the kind of what you have said, do you want to see Voyageurs dropped out of the national park system? Is that really where you are heading, and under control of State and local governments? By the way, you do not have to say yes.

Ms. SELSAAS. I am saying no.

Senator WELLSTONE. OK good. I want to give you an opportunity to respond. I want to try and figure out—both of you have spoken in very moving personal terms, both of you say what you say with

a tremendous amount of feeling. I am not about to discount that at all. I am just trying to figure out where you are heading with what you are trying to propose, that is all.

Ms. SELSAAS. Where I am headed, what my father's wish was, is to have a balance—having the fish protected, that is the main promise that has never been fulfilled. We have problems with the Kettle Falls, we have artifacts missing. My father gave this picture to the Williams family and it hung on the wall for 50 years. This public has not seen it for four years. We do not know if it is in storage or not. They tell us they do not know where it is if it is in storage. And they also tell us if it is in storage, we have to wait for Federal funding for the public to see this.

Now I do not have this picture on my living room wall. I am entitled to it, but I love this park just as much as he did because he planted that seed in my heart. So I know what he wanted.

Senator WELLSTONE. Sarah.

Ms. WILLIAMS. I will try and make it brief. The National Park Service has removed numerous pictures. This picture disappeared this year and was made by Bud Noland and has his caricatures with photos of people that worked there, people that visited, family members. And this is gone this year.

There was a picture like this of my grandparents that hung for years in the dining room, then it was moved to the lobby; a similar picture of my great grandparents. That has been removed also.

The nudes were removed right after the restoration—they were tasteful, very tasteful. They were from the 1920's and 1930's, they were tasteful. They were removed and stored in a shed behind the hotel, which leaked. What care is that? My family and the community want the pictures that belong there to be there for everyone to see. They were not given to be locked up and stored away.

Senator WELLSTONE. I think it is important we understand what you are trying to say. You take serious exception with some of these decisions that have been made and you question some of the management, but you are not proposing declassification, correct?

Ms. WILLIAMS. Of course not.

Senator WELLSTONE. Good.

Ms. WILLIAMS. We want Kettle Falls to be available for everyone to see. I want my family, everyone.

Senator WELLSTONE. Thank you.

Mr. HANSEN. Thank you, Senator Wellstone.

Congressman Vento.

Mr. VENTO. Thanks, Mr. Chairman, and thank the panel for their statements.

The Kettle Falls issue obviously has been one that has been a concern in terms of retaining the historic fabric and resources of that area. There was support obviously in the delegation led by Congressman Oberstar to support the funding for that, that finally I guess did occur. I just had a letter that was in the early 1980's or 1983, that Jim put together and we all signed, or at least a few of us signed at that time. The problem of course has been and it will be, limited funding. Some of the suggestions that you have talked about, Carol and Sarah, deal with the sort of Park plan. Do you participate in that planning process that they have when they

put out a general management plan? Have either of you ever participated in that process?

Ms. WILLIAMS. Yes, I have. In fact, the article concerning when that was available to the public came out on a Friday in the newspaper when most of the resorters were down at a sports show. And I made a point of calling numerous resorters and making sure that they knew about it so that they could get it, and yes, I have read it.

Mr. VENTO. Well, it is not just a document to read, it is something that undergoes a re-evaluation. They are supposed to do these Park plans every ten years, every park is. I do not think they always get them done every ten years because of funding shortfalls; they do not have the resources to do planning. Just like you talked about the visitor management plan that we put in law, a special plan. That is different than the general management plan. But that is where they take all the opinions, it is not just one meeting, they may have many, many meetings to put out a general plan for the Park and talk about how it is going to be used, what their goals are. For instance, they have a goal of having 100 docks for the houseboats, and they have a goal of having a couple hundred docks or campsites, that is in the plan. I was just kind of looking at some aspects of it. They do not always get the funding for that, but that is what their plan is.

And so in that, they will talk about what they are going to do at the hotel. Obviously, the hotel is recognized as a landmark and it has been repaired. And you obviously implied that there was a voluntary sale of it, I guess, after everything was said and done, that you may feel you donated certain things, they did not take proper care of it. I might point out that at some parks in the country, not just this park, they acquire donations of art that they actually become almost a museum because of some of the art that was done by Ansel Adams or someone else. So that is not uncommon; in fact, it may be something new in this Park. So it represents a special problem. It does point out the need for continuing dialog, I guess, on these issues. But what we have here before us are suggestions before the Committee to strip park designation from Voyageurs. You do not agree with that. I do not know if anyone here agrees with that. Some want to open it up to hunting. I did not think there was an expression of interest here for that. Obviously there are changes in the Endangered Species Act that have been proposed. I think we are backing away from that and I hope that will be solved by different means, but I might say with regard to the bays, the bays are not just important because of the wolf kills that occur there, it is also because there are nesting sites for raptors and these raptors when they do return in the spring to these nesting sites, they also feed on whatever carrion that might be there. So they are not just closed because of the wolves, they are closed for a multiplicity of reasons. And it is a question of trying to understand that.

Now one of the problems we have with parks and landscape management generally is we keep getting more information about these populations and about what happens in the parks. And then we are trying to deliver that and translate that. And one of the disadvantages that the Park Service has had, and land management

agencies, through the 1980's is they have had fewer people assigned to be able to work with communities and be able to work in the parks. That makes for problems when we have this type of complex information coming down.

I want to just mention, Mr. Chairman, that you know, there was some comment here about the fact that our friend from the snowmobile association has some petitions. Well, I have some petitions too. We have seen a large outpouring of support for the protection of the Voyageurs, the Boundary Waters Canoe Area, and I have here a record of petitions and letters with over 11,000 signatures.

Mr. VENTO. I think that these are indicative of the type of support for this particular park and I hope that indeed those will be referenced and made part of the record, to demonstrate some support from Minnesotans that favor the status of these parks and want them left in that status, and of the wilderness area.

My time has expired. Thank you, Mr. Chairman.

Mr. HANSEN. Thank you. Mr. Oberstar.

Mr. OBERSTAR. Thank you, Mr. Chairman.

I think the very moving testimony of both Carol and Sarah underscores what I said at the outset of this hearing three hours ago. People in and near these two areas, who live there, whose lifestyles are intimately intertwined with both Voyageurs and Boundary Waters, love and care for that area.

George Esslinger, I knew very well. He was a rock of a man. He was vilified for a time in International Falls, along with Wayne Judy and Charlie and Blanche Williams, for supporting the idea of a national park. It would not do what you say it will do. Promises will be made and they will not be kept and guarantees were to be written into legislation. George never gave up. He stood up against people in his community, in his neighborhood—toughest thing to do—and said "I stand for a principle that is important." He was a beautiful man.

Charlie and Blanche Williams, not to be mentioned in the historical presentation of Kettle Falls—the finest walleyed pike you could get anywhere was cooked there in Kettle Falls by Blanche Williams. I think Charlie ate it mostly, but I think Blanche did the cooking. God love them, what wonderful people. Kettle Falls Hotel was, as Sarah's beautiful testimony presented, a brothel, a bootleg liquor place. And because it was, because the floor tilted in a certain way, if you did not overdo your drinking you might think you had as you walked around. And that was supposed to be its charm, it was supposed to be preserved. And you could see the pain that people feel when it was not kept as it was intended. That is what is at the heart of all of this anger and anguish.

I am glad there are still a few hardened souls here to hear that, to hear what they had to say, because they speak from the heart of the people who live around this area and love it.

I first met George Esslinger and Charlie and Blanche in 1964 when I went up with John Blatnik in the first of my series of meetings on Voyageurs Park. For them, I want this park to be continued, I want it maintained. I do not want it turned over to the State, declassified, downgraded to a national recreation area. But I do want promises kept. And that is why they are here today. I think their testimony is what it is all about.

Mr. HANSEN. I wish to thank the panel for your excellent statements. We appreciate them. Why do you not just stay right there, there is no sense sitting down.

We are going to have some closing statements by the delegation and then we will be adjourned.

Senator Rod Grams has asked to be excused, he had another appointment, so I have excused him. So we will start with Senator Paul Wellstone. We will recognize you, Paul.

Senator WELLSTONE. Mr. Chairman, I am going to be brief.

First of all, I would like to thank you for coming out to Minnesota. I would like to thank all of the panelists. I have a tremendous amount of respect for your coming up here and for your testimony. I do not think it is always easy to do that and you did it very well and handled yourselves with tremendous dignity and grace.

To everyone that is here, I think this has been an extremely important gathering and hearing. I am very appreciative of the huge turnout. I think it shows the tremendous concern that exists in our State and I am very proud of the fact that as a United States Senator, I pushed very hard to make sure that we had two hearings in our State of Minnesota. I think it is really important that everybody be heard from.

Mr. Chairman, I will just finish this way. I think we have all already in a way made our concluding statements. This is a great State—when I say that, I am not trying to finesse anybody. I think it really is, and I think that there has to be and there must be a way for Minnesotans to come together and for Minnesotans to move forward and I am confident that that is what we will end up doing.

Thank you.

Mr. HANSEN. Thank you, Senator.

Congressman Vento.

Mr. VENTO. Thanks, Mr. Chairman, and thank you for coming here and holding the hearing.

These hearings have brought out a lot of differences in terms of views, but also I think that what we are finding today is a lot of commonality in terms of some of the goals we have. And the question is to try to put this together or wait until there is consensus. Right now, there is not consensus. I listened to some of the history and I do not know whether it is just the position statements of a senator or another person or historic revisionists—I do not know that.

I do know that after 1978, after that particular issue, we looked at Voyageurs, and yes, I do not think it surprised anyone to know that Bruce Vento favors wilderness designation in a substantial amount of Voyageurs. That would be my preference, but the committee recognized, because of what the concerns were in greater Minnesota, that we needed to have consensus on this issue because of the events that occurred in 1978 and I did not proceed to push that. I wanted to work for consensus and that is what I think we should do.

I think with regards to the Boundary Waters and the issues there, we fought hard for compromises, the areas that were given up, there are important issues there. Some people seem to know more about it than those of us that wrote it. I know that they are

wrong, but the fact is I am not always so certain that those that write things always have all the answers either. Mo Udall said there are two types of Members of Congress, those that do not know and those that do not know they do not know.

So we are always here learning. So I take that to heart.

But I would say that I know that these policies, whether it is the policy at Voyageurs and the park policies which generally apply throughout the park system or the national wilderness system, that we have exceptions written here that we have no place else. This place is special, it is treated special. But these policies are not made on the basis of who is in the majority or who is in the minority in Congress. They are policies that are meant to really transcend the political makeup of who is the chairman of the committee or who is not. They are not something that you want for a short term. If you want to proceed with that policy, I can tell you what my view is going to be and that is going to be to go for what I believe in and to fight very, very hard against what I do not.

But in the event that things turn out a little different down the road, I can tell you that the attitude that there are more of us than there are of you; but that is not the policy that we are proceeding in, in terms of numbers in this State or numbers in this country. We live in a community and a society that has a lot of differences, and one of the problems I think that Martin Sabo touched on in terms of the cynicism in politics and the really ugly part of what is happening is that people have stopped trying to get along and work things out. And it manifests itself when we are fighting over law in a lot of ways. This is not an area that we need to do in Minnesota. We can solve this, I hope, on our own, but we do not have to put this on a national agenda to become a polarized issue, because in the end, there are going to be more people that are going to favor positions that are going to really polarize us in northern Minnesota. We do not want to do that, I know enough now that we should not do that. We should not have maybe done it before, but it has been done and hopefully we can avoid it in this particular instance.

Thank you, Mr. Chairman.

Mr. HANSEN. Thank you.

Congressman Oberstar.

Mr. OBERSTAR. Mr. Chairman, yours is a thankless task, to hold hearings of this nature all around the country on resource issues over which there are such deeply held views and such divided opinions. It is interesting, as you said earlier, that that is a Chinese curse. You live in interesting times. You have done it wonderfully, both in International Falls and here.

I know that Chairman Hansen is going to continue to be judicious. I have worked with him a long time on aviation issues when I chaired the Subcommittee on Aviation.

We can resolve these matters if we will all listen to each other, listen to what is really in each others' hearts and not just blindly follow slogans. They are not going to solve the problems. There are real people problems involved with these resources. I think we have heard both sides of the emotional impact today, and if we will just continue to listen and not, I think as Bruce said, be revisionists on either side, but to understand and to try to work out how

these resources should be managed. I grew up in the Steelworkers Union. My father was a founder of the Steelworkers in 1937 on the Iron Range. He went to his grave believing that his union contract was his bargain with management and both sides had to live up to it. We buried him with the Steelworkers contract.

The understandings and agreements entered into on Voyageurs Park and Boundary Waters Canoe Area are very much like that contract. If people are going to have trust in government, both sides have to live up to agreements entered into and understandings reached in order to establish these resources and these policies. And when those agreements either break down or are perceived to break down, the respect for government breaks down. I do not want either to happen. We have an historic opportunity to come together, and as the prophet Isaiah says, "to reason together" and not to shout at one another, but to listen to one another.

Thank you for being here. Thank you, Mr. Chairman for listening.

Mr. HANSEN. Thank you.

I want to personally thank the people of Minnesota for inviting me to come here and also last August in International Falls. It has been very interesting to be with you and to see the great feelings and the passionate rhetoric that we have got on this issue. And that is America in a way. As Jim pointed out, he quoted Isaiah where he said "Come let us reason together." And I guess if something is going to happen here, you are going to have to see that.

You know, we learn in Congress this art of compromise. You go there and you feel really strong about some issue, but you do not win them all and you do not lose them all either. Some you win, some you lose, but you learn to compromise and you go on to the next one.

If we got all uptight, the stress and the ulcers and the heart attacks that could come out of each particular issue that comes up, we would feel very, very badly and most of us would be in an early grave. In the last two weeks we have gone through some real gutwrenchers, if I may say so—reconciliation, Medicare, things that affect all of America, in fact the whole world. We are going to go through another one, what do we do with Bosnia, do we send 25,000 of our young men and women over there? I do not know. All these things are tough, but we have to work those out, just like you folks have to.

So I join with my colleagues here in thanking you for seeing the importance of listening to one another. I just want to thank you for being a good crowd. You have done all right. I think, generally speaking, I have enjoyed the feelings that you have had, it has been fun. We cannot tell you what to do and what not to do and if you want to shout and holler a little bit and get that out of your system and run off the edge, by all means. I think in the circumstances that does not hurt to start things out and get you feeling that way.

I agree with Paul here, when it gets on a little rude side or when we get in the booing area, I do not think we achieve much there. We do not get much out of that. But generally speaking, I want to thank you for being a good group, for coming out here and letting us know how you feel.

If you just sit at home and bellyache around the dinner table and tell everybody how bad you feel about how bad Congress is, we do not get anything out of that, you have got to come and express yourself, you have got to write letters, you have to got to walk into our offices and that is what we want you to do.

You have done that. You have taken a Saturday. Now if I was home right now, I would be hunting ducks, that is what I do on Saturday in October. That is what I did last Saturday and I would like to be doing it next Saturday, but pheasant season starts out in Utah next Saturday.

Anyway, with that in mind, I thank each and every one of you and I thank Senator Wellstone, my good friend, Bruce Vento, and my good friend, Jim Oberstar. It has been a pleasure to work with you throughout the years. I thank you for coming and this meeting is now concluded and adjourned.

[Whereupon, at 1:56 p.m., the Subcommittee was adjourned, and the material submitted for the record may be found at the end of the hearings.]

STATEMENT OF BARBARA J. WEST, SUPERINTENDENT, VOYAGEURS NATIONAL PARK, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON PARKS, HISTORIC PRESERVATION AND RECREATION AND THE HOUSE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS, CONCERNING THE MANAGEMENT OF RECREATIONAL USE AND PUBLIC ACCESS AT VOYAGEURS NATIONAL PARK.

AUGUST 18, 1995

We would like to extend our thanks to the Chairman and members of the committee for the opportunity to testify before you today concerning the management of Voyageurs National Park. I am accompanied today by Mr. William Schenk, Field Director for the Midwest Area. He has overseen the management of Voyageurs for the past eight years and possesses a broad knowledge of the National Park Service's management policies. When Congress authorized the park in 1971, it bequeathed to American citizens one of the 54 most significant legacies of this country's natural and cultural heritage. The varied and superlative resources of Voyageurs National Park are nationally and internationally significant and not otherwise represented in the National Park System.

The debate surrounding the establishment of a national park in northern Minnesota started in the 1890s and was intermittently resumed scores of times before 1965. Minnesotans intensified efforts to establish a park in the late 1960s and early 1970s. The debate was rigorous and lively. As is indicated in the following statement printed in the International Falls Daily Journal, not everyone wanted Voyageurs to be a national park: "The edges of hell will freeze over before there is a national park in northern Minnesota." But in 1969, 3 out of 4 Minnesotans polled by the Minneapolis Star-Tribune supported creation of a national park in

northern Minnesota. Congress considered many factors when deliberating the addition of Voyageurs to the National Park System. Voyageurs met every test of significance, quality, and excellence devised for national park status.

Since its establishment, the park has become a worldwide tourist attraction. An analysis of our signed visitor center guest registers indicates not only a strong presence of Minnesotans, but also visitors from all 50 states and over 40 foreign countries. These visitors are attracted to the park's unmatched cultural and natural resources and unparalleled natural beauty.

Voyageurs' landscape reflects a unique geologic history. The exposed bedrock represents some of the oldest examples of tectonic processes that occurred in the Canadian Shield during ancient mountain-building and volcanic periods beginning billions of years ago. These crustal structures formed the core of the North American continent. After two billion years of erosion, glaciers scoured the roots of the mountains and volcanic areas to shape the lands and waters of Voyageurs National Park.

After the glaciers receded from the area, the resultant land form was an extensive, interconnected waterway system and widespread island biogeography. These geologic episodes created an outstanding lake country scenery that is unparalleled in North America. The geography of these glaciated lands, in turn, dictated the lifeways of aboriginal people along the border lakes area.

Our aquatic-based National Park is a mainland representation of the southern boreal forest in the Great Lakes region. We are

near the transition with the deciduous forest to the south and the grasslands to the west. There is an unusual association of aquatic and terrestrial animals, fungi, plants, and microorganisms in this transition zone. We have one of the highest concentrations of both beaver and otter in any unit of the National Park System. Outside of Alaska, we have the highest population of indigenous eastern gray wolves in the National Park System. The forests of the park retain areas of old growth red and white pine, providing visitors opportunities to see remnants of a once extensive forest. The park is a sanctum for over 100 bald eagles. It is home for abundant populations of pine marten, fisher, loons, osprey, black bear, deer, moose, and fish that attract so many visitors. Most components of the voyageur-era ecosystem are present today and a vignette of that ecosystem is managed for human benefit and enjoyment.

Voyageurs commemorates the transcontinental path of the voyageurs who traveled a traditional fur trade route that then became the boundary between the United States and Canada. For 55 miles, our two nations share lakes, geology, and history.

Voyageurs contains a rich collection of culturally-significant resources, representing the long continuum of history and contributions made by Native Americans, gold miners, steamboat operators, loggers, commercial fishermen, trappers, resort operators, and others.

Few other units of the National Park System so graphically demonstrate the relationship between geologic events, glacial land

forms, and the adaptations of people to the challenges of this environment. It is through such common circumstances that history comes alive and speaks across the centuries to enlighten and inform us and our children.

This assemblage of naturally and culturally significant features, combined with a balance of use, provides a myriad of educational and recreational opportunities. Visitors can enjoy all types of water-based recreation. For many, a summer visit to Voyageurs is synonymous with packing up the powerboat or houseboat for a day or week of fishing and relaxing. For others, hikes into an interior lake to paddle and camp are the essence of a trip to Voyageurs. In winter, we provide snowmobilers with 115 miles of trails in over 1/3 of the park area. Snowshoers, winter campers and cross-country skiers come to experience the beauty and serenity of our forests in winter. Ice fishing, a traditional sport, is also a very popular winter activity.

We endeavor to provide a balanced spectrum of recreational opportunities for all our visitors. We also strive to manage the park so as to protect the resources and values for which the park was created and to assure that the resources and values of the park will be available for future generations. The balance between tailoring rules and management for individual parks and maintaining the superlative quality of the National Park System is one of the toughest challenges park managers encounter.

Upon reviewing the administrative history of Voyageurs, we can identify the sources of controversy concerning the management of

the park. We believe the controversy comes from two major sources.

There are those citizens who never wanted a park authorized and still do not want a park today. They are generally critical of Federal land management policies and are exercising their rights to promote their beliefs.

The other source of controversy is us, the staff and management of Voyageurs National Park. We have gotten a clear message that citizens in the community feel they have not had enough say in the decision-making process for the management of the park. They believe we have not adequately sought their help, input, and advice in managing our shared national heritage. We must do a better job of working with people in the community who have an interest in all aspects of the park's operation. We need to redouble our efforts to become better neighbors and partners so that people in the community feel--and are--a real part of the decision-making process for the park.

We look forward to the comments resulting from today's hearing and offer the following as a means of strengthening our relationships with the community.

Develop/Strengthen MOUs with local units of government. We will encourage a continuing dialogue between park managers and local units of government concerning park management practices. We propose to maximize local government participation in park planning.

Citizen Forums. We propose to facilitate a series of citizen forums on subjects of interest to the local communities directly influenced by park management actions. These forums will serve to ensure that the local community has an opportunity to shape and influence park undertakings. Together we will develop a mechanism to bring together interested parties early in the park planning and public involvement process. In this manner, people in the community and from the park will learn to see one another, not as adversaries, but as people who work together to solve problems.

Local VNP Progress Reports. Park managers regularly send reports to their supervisors in Omaha and Washington about what they are doing and planning. That information is not always effectively reported to the citizens of our local communities. To alleviate that problem, we will institute a series of progress reports about park plans and current activities. We will make use of newspapers, radio, and our own mailings to ensure that interested parties stay informed. We instituted this policy recently by mailing individual copies of the emergency interim rule on aircraft use in the park to all known local pilots.

More Partnerships. Partnerships are effective ways for park staff and user groups to jointly implement the mission and

goals of both parties. They provide more participation in public decision-making and more responsive service from the park. The park can produce greater public value by leveraging limited Federal dollars with contributions from other sectors of society. Partnerships enable us to build a consensus and accomplish more. Traditionally, our most successful partnership programs have been with local school districts and colleges. We intend to expand the number and extent of our environmental education and history programs with regional schools. And we will explore ways to develop new partnerships with park users.

Cooperative Resources Management. We will expand our efforts to work cooperatively with local resource managers to solve resource management problems that may affect park neighbors. An example of one problem is excessive water fluctuations on the park's major lakes. One of the greatest long-term threats to the viability of the resources of the park has been the park's inability (and other resource agencies inability) to control water levels on the park's large lakes. For 11 years, the park has participated with the State and local interests to study and understand the effects of changes in water levels on the fish, wildlife, and other natural resources. The problem is especially acute in the early spring and results in adverse effects on fish reproduction, loon nesting success, and recreational uses, among others. We have worked closely

with the Minnesota Department of Natural Resources, the Ontario Ministry of Natural Resources, local leaders, and the International Joint Commission to rectify this situation. Senator Wellstone's recent effort to improve water levels on Lake Rainy and Lake Namakan is an important step in solving the problem, and shows what can be accomplished by mutual cooperation.

We trust that the cooperation on water levels will be only one of a long list of cooperative approaches to resource management issues that affect Voyageurs National Park.

As mentioned a few moments ago, Mr. Chairman, there are only 54 national parks in the National Park System. One of their great strengths is that they are part of a system that provides a uniform framework for protecting nationally significant resources for all people for all time.

The NPS Organic Act speaks of visitor enjoyment. The Voyageurs enabling statute speaks of the inspiration and enjoyment of present and future generations. In accommodating today's recreational uses, we must not take actions that will leave this park less than it is today for those who will inherit it from us, whose legacy it is.

We may use this park as much and in as many ways as its resources can allow. Consider the multiplicity of uses available to today's park visitors. Visitors may see it by foot, float

plane, canoe, sea kayak, snowmobile, powerboat, houseboat, tour boat or on skis or snowshoes. They may fish its lakes and streams, enjoy its wildlife, its solitude, and natural quiet. We think these uses are sustainable uses, but they are not unregulated uses, nor may they be under the standards of the Organic Act and the Voyageurs enabling act. Where there is flexibility, we will use it responsibly and in partnership with our neighbors.

In closing, Mr. Chairman, let me re-emphasize our desire to solve the problems surrounding the controversy over management of the park. I want to effectively communicate and work with the residents of our local communities, citizens of Minnesota, and all our other constituents. We must all be willing to work together to protect a world class park that provides for recreational pursuits while maintaining its resources unimpaired for the future.

Again, thank you for this opportunity to testify. Mr. Schenk and I would be happy to answer any questions you may have.

Irv Anderson
State Representative

District 3A
Koochiching, Itasca and St. Louis Counties

SPEAKER OF THE HOUSE

Minnesota
House of
Representatives

Remarks by Speaker Irv Anderson
Voyageurs Natl. Park Hearing **Aug. 18, 1995**

Good morning and thank you. This hearing is good and timely. It comes approximately 25 years after Voyageurs was established - so it is good to review the promises made when the park opened and evaluate its operation.

I am addressing you today not as the Speaker of the House, but as a local legislator from Northern Minnesota, concerned about the economy and future of our area.

In our area, tourism is a major industry. When Voyageurs National Park was established, we were told it would bring significant economic benefits and millions of additional visitors to our area. That has not happened - but I believe it can happen, with a change in management.

The Park Service has not promoted or managed the park as well as it could have. Minnesotans living 100 miles away don't know where it is or what it offers. Voyageurs is one of the Nation's and even Minnesota's best-kept secrets.

Why is that? Because they have failed to benefit from legitimate local and state concerns and suggestions.

The NPS, even in 1971, had a history of ignoring local and state concerns and input by labeling all input as 'local controversy.'

To attempt to prevent this, in 1975 I authored legislation creating the Citizens Council on Voyageurs National Park.

This Council was the first of its kind in the nation. The members are appointed at-large and from the affected counties - St. Louis and Koochiching - by the Governor, with two legislators each from the Senate and the House.

The Council was created to assure that a forum be provided for legitimate local and state concerns about management of the park. The Council's membership has changed under Republican and Democratic Governors. But their legitimate concerns have not changed.

This Council, not the National Park Service, originally promoted the concept of reviewing the water level rule curve. This concept today has international, Canadian and statewide support. Clearly, the 1970 International Joint Commission rule curve on all the major lakes in the park has affected the fishery, wildlife, and recreation.

In addition, the Council through
non-partisanship just as meritoriously and prudently:

* opposed wilderness designation.
* supported an on-land snowmobile trail through key lakes to Kettle Falls.
* supported making certain lakes accessible to floatplanes.

909 13th Street, International Falls, Minnesota 56649 (218) 283-2416
FAX (218) 283-2410 (Call First)
463 State Office Building, 100 Constitution Ave, St. Paul, Minnesota 55155-1298 (612) 296-4336
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* supported a visitor use and facility plan required by federal law in the park.

These are all legitimate concerns that have either been ignored or stonewalled by the National Park Service. That has created the turmoil that brings us here today.

An example of this stonewalling concerns floatplanes. After hearings in 1977, floatplane use was acknowledged as a legal activity by the Park Service on certain lakes.

Then in 1995, under a new park superintendent, that usage was determined to be illegal. This interpretation of the law is probably correct - but why was this not dealt with by previous park superintendents before now?

Local residents and state and local government do not play a significant role in policy-making. We are asked to react to decisions, not to help make them.

For example, comments in favor of a snowmobile trail and against wilderness designation on the Kabetogema Peninsula were simply ignored - even though testimony given at all three public hearings (including one in the Twin Cities) favored that approach. Plans for a biosphere reserve continue despite local and statewide opposition. It seems Park Superintendents use this issue to continue the controversy over Voyageurs.

For 25 years, under Republican and Democratic administrations, the Park Service has operated with no real involvement by the citizens, by local units of government or by the State of Minnesota.

So what will make Voyageurs National Park successful and enable it to fulfill the promises made in 1971?

Keeping Voyageurs as a National Park allows the area to keep a high profile for tourism promotion - but the method of Park Service management must be changed to include actual decision-making input from local and state interests.

Abolishing the national park would require state lands donated for the park be returned to Minnesota, under a 1971 state law. The state already has concurrent jurisdiction over waters in the park. This was confirmed in a law passed by the Minnesota Legislature in 1995.

We should return to the original intent of Voyageurs being a park with recreational uses, not just a wilderness preserve. This intention was clear in the 1971 enabling act, which states in its preamble that the park is for the "enjoyment of <u>present and</u> future generations."

Likewise, Sec. 303 of the act requires "appropriate provisions for... snowmobiles... seaplanes... and <u>all</u> types of watercraft." Why else were these provisions included in the federal enabling act?

We need better communication between the managers and citizens. Poor communication has led to a lack of local support. Why isn't Voyageurs an economic tool and an educational resource, with a conference center or an interpretive center - just as St. Paul's planned new Science Museum is to be a focus for economic development?

We must integrate Voyageurs more fully into local and state tourism promotion.

The state highway map has only one small notation at the location. The park is not mentioned in state promotional material, and there is no inset map of the park on the state map.

I will be contacting the Minnesota Department of Transportation about this - but the lack of mention on the state map indicates a lack of state support for the park.

Nor have Minnesota's corporate citizens supported the park. In a 1968 article, Curt Carlson called establishing Voyageurs the "first bold step" in reviving Minnesota's tourism industry. Yet it seems that once the fight to establish the park succeeded, the park was forgotten.

So how can we help Voyageurs live up to the promises of 25 years ago?

I believe a federal-state-local partnership can successfully manage the park. This partnership would involve federal funding with state and local involvement in management. The partnership structure would answer the concerns and problems evident in the current management of the park.

Innovative? Yes! Never before tried? Yes - but that is what is called for today: innovation and co-operation between units of government.

Voyageurs would be fully integrated into Minnesota's tourism promotion program, which will increase visitor counts and therefore the economic impact of the park.

Voyageurs can benefit from Minnesota's proven system of public land management. Our methods have been a model for other states. And I believe a new type of management can effectively run the park.

Minnesota has created local-level management groups to create management plans for Minnesota rivers. These groups have created plans that allow for preservation while accommodating common-sense use.

Strong involvement of local interests in management of Voyageurs will reduce friction between park management and citizens.

Without new management and without state and local input, I believe Voyageurs National Park is doomed to insignificance.

I invite you to work with us to create a successful future for Voyageurs National Park and the surrounding region. By working together, we can make Voyageurs one of the crown jewels of our public recreation system.

We look to Congress to initiate changes in the management of Voyageurs.

It is time for innovation and experimentation. New management with federal funding is, in my opinion, the key to success for Voyageurs National Park.

-#-

Statement by State Senator Bob Lessard
Joint Senate/House Committee Field Hearing
International Falls, MN
August 8, 1995

Mr. Chairman and Members of the Committee, let me first welcome you to International Falls. We're very pleased you're here. My name is Bob Lessard and I am a member of the Minnesota Senate and chairman of the Senate Environment and Natural Resources Committee; but I am also a local resident who has had to live with National Park Service management practices as a landowner adjacent to Voyageurs National Park and as a fishing guide and tour boat operator on Rainy Lake.

I have been guiding since I was 12 years old and since then my entire life has been devoted to the outdoors.

The reason I ran for public office 20 years ago and the reason that I still serve in the Minnesota Senate today is because of these issues which this joint committee will hear about today. I believe that Voyageurs National Park should never have been designated a national park in the first place, but rather, it should have been a National Recreational Area.

Let me explain, from its inception we in northern Minnesota were told by the Park Service and its supporters that the designation of Voyageurs as a National Park would be an economic boom for northern

Minnesota. As a part of the enactment of the National Park the State of Minnesota was asked to donate thousands of acres of land to the park. The State of Minnesota donated these lands because of the forecasts of economic benefits which would be realized if the Area was designated a National Park. The State of Minnesota's expectations for windfall recreation and economic benefits are still memorialized in statute where it states, and I quote:

> "the Voyageurs National Park...will be of especial and immediate benefit to the citizens of the state, due to its accessibility to them, and to the effect it may reasonably be expected to have on the development of tourism and related economic activities."

Unfortunately, what's happened is that after 20 years we still have not realized even a fraction of the visitor use or economic benefits that were predicted when the Federal government tried to sell us on the notion that this park would be good for us. As a matter of fact, the visitor use has at this Park been so dismal that in 1982 then-director of the National Parks Service, Russ Dickinson proposed Voyageurs National Park as a pilot project for increased federal cooperation and attention to develop its

outdoor recreation potentials This never happened. Instead, with each passing year since designation came more and more regulations restricting public use and more and more proposals for lock-out of traditional recreational uses of the park.

The Park Service is still pushing for Wilderness Area Designation of a large segment of the park notwithstanding the fact that this is a proposal so bad that even former Governor Elmer L. Anderson, who is known as the father of Voyageurs National Park opposed this wilderness proposal. Severe restrictions have been placed on snowmobiling, flying and other recreational uses of the park. Not content with restricting human use of the park, recently even proposed restrictions on taking pets into the park as well. When it comes to this park, one thing is clear. The Park Service has never seen a restriction on public use and enjoyment of it that they didn't like.

I'm tired of hearing from unelected, preservationists who are self-appointed protectors of the Park.

They would have you believe that we want to open the Park up for logging and mining.

Not true!

They would have you believe we want the Park ground up for wall-

to-wall commercial development.

Not true!

They would have you believe that we want the Park and its pristine shorelines trampled by people without regard to maintaining its essential pristine character.

Not true!

They would have you believe we want to ruin the management of the Park. Not true! We are simply asking for policies which will better realize the forecaste for recreational use which they and others used to sell us on the park designation some twenty (20) years ago.

The fact is, that the management of this park has lacked common sense. And worse, management has been contrary to the very rhetoric used by park supporters to secure its designation.

Members of the committee, imagine for a moment that if you were in charge of managing a recreational area (called a park) and after 20 years the public use was a fraction of what was predicted, would you

A. Choose to expand public use opportunities to year-round recreational activities; expand the range and diversity of permitted recreational activities; and encourage public use and enjoyment.

Or would you...

B. Choose to add new restrictions on public use year after year; further restrict accessibility; further restrict allowable recreational activities and further restrict recreational uses which are popular with the public.

Unfortunately the NPS chose option B and they've been pursuing it unabated for 20 years.

It doesn't make sense. We need management with common sense. We need to UPGRADE the true value of the area by designating it a National Recreational Area which would protect the natural character but allow for more diverse recreational use, including hunting. We need a new management plan for the area, or we need new management. And Mr. Chairman, we need it now. We have waited long enough. Thank you.

Koochiching County
Court House Complex
International Falls, MN 56649

CONGRESSIONAL TESTIMONY
August 18th, 1995

My name is Commissioner Wade Pavleck representing Koochiching County Board of Commissioners, on whose behalf I will be testifying.

There has been disagreement and discussion over issues relative to the land and water encompassed by Voyageurs National Park from it's inception. The debate has become intense with the announcement of Congressional hearings, and from these debates emerged issues that we feel clearly need to be addressed. I will attempt to highlight some of these issues and the positions of the Board in my brief testimony here today.

On the issue of park status, the Board believes that the land now encompassed by Voyageur's National Park should remain public land and we would oppose any action to return those lands to private ownership for development. As to the question of the land remaining under the umbrella of the National Park system or becoming part of some other management organization, the Koochiching County Board is committed to cooperation and a positive working relationship with regard to any propitious decisions made

Koochiching County
Court House Complex
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by Congress in terms of park management. However, it must be noted that Koochiching County does not have the financial resources to absorb mandates without funding, and we will not overextend the financial resources of our citizens.

The County Board opposes designation of Voyageur's National Park in it's entirety as a wilderness area pursuant to the 1964 Wilderness Act, although we clearly understand the need for restrictions and limited use, in specific instances, in order to manage the park in a responsible and effective manner. We believe the legislative intent was not to designate the park as a wilderness area. We believe the area could be better managed through a comprehensive planning process, which would allow for broader input.

The County Board views as a fundamental flaw, failure of the National Park Service to execute a comprehensive visitor use and facilities plan as required by public law 97-405, section C, subdivision B, of the 97th Congress, dated January 3, 1983. The statute mandates that the Interior "Secretary shall in cooperation with other Federal, State, and Local governmental entities, and private entities experienced in the fields of outdoor recreation and visitors services, develop and implement a comprehensive plan

Koochiching County
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for visitor use and overnight visitor facilities for the park." It seems clear to us then, that Congress intended that State and Local government play a role in the planning and management of this park. We believe this will best be accomplished by negotiating Memorandums of Understanding or similar written documents on items such as Management, Planning, Law Enforcement, Maintenance and many other items. Koochiching County has learned over the years that it is important to maintain ongoing dialogue and shared services with other units of government thus obtaining monetary benefits, increased efficiency and avoiding unnecessary conflicts.

To conclude, the Koochiching County Board of Commissioners are interested in opening the lines of communication with all parties involved in today's hearings. We are hopeful these Congressional hearings are the beginning of a joint decision-making venture with the Federal, State, and County governments, the National Park Service , and most importantly, the citizens of this country.

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MARY SCHUMAN
Administrative Secretary

August 17, 1995

STATEMENT by the CITIZENS' COUNCIL ON VOYAGEURS NATIONAL PARK for FIELD HEARING to RECEIVE TESTIMONY ON MANAGEMENT OF RECREATIONAL USE AND PUBLIC ACCESS AT VOYAGEURS NATIONAL PARK

To be held August 18, 1995 at International Falls, Minnesota

By the SUBCOMMITTEE ON PARKS, HISTORIC PRESERVATION AND RECREATION OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE and the SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS OF THE HOUSE RESOURCES COMMITTEE

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The seventeen-member Citizens' Council on Voyageurs National Park is a commission created by the Minnesota legislature at the time of establishment of Voyageurs National Park. The council consists of thirteen citizen members appointed by the Governor, four from Koochiching County, four from St. Louis County, five from other areas of the state and four members of the Minnesota State Legislature. The purpose of the council is to hear citizen input, research, study, and make recommendations on matters which affect Voyageurs National Park to the National Park Service and other governmental agencies.

Since its inception, the Citizens' Council has held open public meetings to discuss important issues related to Voyageurs National Park. Specifically relative to the issues before this hearing, approximately forty organizations and individuals expressed their views in person or in writing to the Citizens Council at recent meetings, and council members participated in informational meetings held by Senators Grams and Wellstone and Congressman Oberstar.

The Citizens Council, after extensive study and review of the issues and concerns relating to management of recreational use and public access at Voyageurs National Park, makes the following recommendations to the Subcommittee on National Parks, Forests and Lands of the House Resources Committee and the Subcommittee on Parks, Historic Preservation and Recreation of the Senate Energy and Natural Resources Committee:

•The Citizens Council supports maintaining Voyageurs National Park as a National Park within the National Park System and without any areas of wilderness designation by Congress.

•The Citizens Council respectfully urges Congress to recognize that the Code of Federal Regulations does not accommodate the unique aspects of each National Park unit of the National Park Service. Many rules and regulations are not applicable to individual National Parks, such as Voyageurs, and should not be implemented.

•The Citizens Council is critical of the seemingly arbitrary rule implementation process by the Voyageurs National Park staff which has created confusion, controversy, and animosity among users and visitors of the park. The Citizens Council requests that Congress and the National Park Service use the Council as an advisory board for the purpose of reviewing proposed rules for implementation and operation of Voyageurs National Park and to increase the park management's responsiveness to national, state and local concerns. This role for the Citizens Council was envisioned in the Voyageurs National Park Master Plan of 1975, page 8, "...the Governor's Committee for the Management of Voyageurs National Park will serve as the clearinghouse for information and regional services and facilities."

•Water level management has a profound effect on management of recreational use and public access. The Citizens Council concurs with the Rainy Lake and Namakan Reservoir Water Level International Steering Committee 1993 final report and recommends that Congress work with the International Joint Commission toward resolution of this matter.

•Legislation may be required to initiate the above recommendations, specifically the repeal of the executive order relating to wilderness as stated in Congressman Oberstar's bill, HR file 1310. The Citizens Council expects to be a participant in any legislative or administrative actions regarding the management and operation of Voyageurs National Park.

Unanimously approved this
17th day of August, 1995
by a vote of 13 - 0.

Northern Resources Center

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Testimony of Don Parmeter
Before the
Senate Energy and Natural Resources Committee
and the
House Resources Committee

International Falls, MN
Friday, August 18, 1995

Mr. Chairman, my name is Don Parmeter. I'm from International Falls and I am testifying at the request of several organizations based here in Minnesota (Boundary Waters Treaty Coalition, Citizens' Task Force on Alternatives for Voyageurs National Park, Conservationist's With Common Sense, Minnesota Landowner's Rights Association, Rainy Lake Sportfishing Club, and the Stewardship Alliance for Voyageurs National Park). I am, however, testifying on my own behalf. Individual organizations will be submitting their own testimony. I do want to mention that a retired National Park Service official, Priscilla Baker, and I have recently organized the American Parks Association to assist in any way we can in the process of implementing necessary reforms of the agency and the system. We are committed to doing that in a constructive way, because we care about the future of America's national parks and the national park system.

I was born and raised in this county. I have a Bachelor of Science Degree from West Point, and I did my graduate work in the field of natural resource and environmental policy at the George Washington University in Washington, D.C. I have been a resource professional since 1974, and have worked both as an employee and a contractor for state and local governments in the Washington, D.C. area, and here in Minnesota since 1977. Since 1983, I have also worked with or for a number of non-profit organizations on a variety of land use and environmental issues.

I worked as a state employee on the Voyageurs National Park project from 1977 - 1983, and on numerous special projects involving the park from 1983 - 1991. One of the first things that struck me back in the late 1970's, was that documents prepared by the National Park Service, including the original draft EIS for the Management Plan, did not appear to be consistent in philosophy or content with the legislative intent of the park. The central question remains the same to this day: Is the mission and the philosophy of the National Park Service consistent with the purposes for which Voyageurs National Park was established? There is documented, detailed evidence to suggest that it is not, and that documentation can be provided to the Congressional Committees to the extent that it is necessary.

Congressional Intent

The chief author of the bill, the late former Congressman John Blatnik, has been widely quoted lately with respect to the park's legislative intent. That quote was from a 1974 article in National Parks and Conservation magazine. It seems to me that what was supposedley said in 1974 is not relevant to the issue of intent. Congressman Blatnik chose not to run for reelection in 1974, and was no longer accountable to his consituents. Furthermore, what he and others said prior to passage of the 1971 Act federal should be the principal criteria for determining Congressional intent.

Park Management

With regard to park management, one of the administrative decisions made 20 years ago that has led to a lot of the subsequent problems was the decision to include almost all of the park under a natural zone classification, which is arguably the most `user - unfriendly' administrative designation. The general policy in this classification is to allow natural processes to function. The issue is whether the Park Service had any choice. In my view, they did, based on the park's legislative history and congressional intent, the fact that the waters in the park are regulated, the fact that `park waters' are partly outside park boundaries, and the existence of international agreements that are supposed to govern regulation and use of the majority of park surface water. It simply doesn't make sense to have a remote lake on the Kabetogama Peninsula under the same management regime as a lake through which an international boundary passes.

Wilderness

I have not been able to find any substantive information in the hearing records prior to establishment of the park that would indicate that this was intended as a wilderness park subject to the provisions contained in the 1964 Wilderness Act. To the contrary, chief proponents of the park argued for a park that would complement, not duplicate, what was available in the adjacent Boundary Waters Canoe Area Wilderness. There was a generic provision included in the final bill for the park, a standard procedure for federal areas established after passage of the Wilderness Act. The study was to be completed in 1979 according to the park's enabling act, but wasn't completed until 1982. The recommendation was never forwarded to the President as required, and a second wilderness study was ordered in 1990 as a result of a lawsuit filed by several organizations.

Testimony of Don Parmeter
Page Three

Visitor Use

Prior to establishment of the park, it was projected that 1.37 million annual visitors would arrive within 10 years after establishment. Actually, the visitor use levels have generally remained at approximately 20% of what was projected.

Contrary to what has been persistently reported in the national media, national park units located in rural areas of the United States are actually becoming less, not more, popular. Of the 368 units in the park system, 10 of those account for the majority of park visitation. And as metropolitan areas continue to grow, it can be expected that an increasing number of urban park visitors will account for the overall growth in park visitation. I don't think that the majority of Americans consider park visitation as including rush hour traffic on the George Washington Memorial Parkway in the Washington, D.C. area.

Although there is little data available regarding visitor use levels prior to establishment of the park, empirical information suggests that the current level is somewhat, if not substantially less than pre-park levels. This information includes the lack of expansion in the adjacent resort community, the purchase by the Park Service of a dozen businesses within the park boundary, the acquisition of thousands of acres of private land from hundreds of landowners that previously used the park area more extensively, and the restrictive regulations on certain uses since establishment of the park.

The comprehensive visitor use and facilities plan required by the 1982 amendment to the park enabling act was intended to determine appropriate levels and types of visitor use for the park. The original projection of use is probably not achievable or perhaps not even desirable. However, it is clear that considerable economic benefits were expected, as articulated in statute by the Minnesota Legislature, and previously by the Minnesota Outdoor Recreation Resources Commission. It is equally clear that those benefits have not been achieved.

A number of attempts have been made since 1983 to initiate a comprehensive visitor use and facilities plan as required by law. The National Park Service has consistently argued that the plan has not been done because Congress has not appropriated funds for that specific purpose. However, a number of plans have since been done by the agency with the use of operational funds. To my knowledge, none of those plans were required by law. It is difficult to understand

how funding priorities can include things that are of questionable need and questionable value, and exclude things that are required by law.

Planning

Contrary to the comprehensive nature of the planning approach envisioned by the visitor use and facilities plan, the planning at Voyageurs has been piecemeal (wilderness plan, trail plan, lakecountry/backcountry site management plan, etc.). According to the 1988 revised NPS management policies, the planning approach was disretionary - i.e., the agency could adopt a comprehensive approach or a use - specific approach. In light of the the legislative history and intent, the subsequent controversy over management and use, and the statutory requirement for a comprehensive visitor use and facilities plan, the piecemeal approach chosen by the agency seems inappropriate.

The Park Service has conducted extensive regional planning as well, which has created concerns over the expansion of agency authority outside the boundaries of the park. Through various federal statutes and programs (wild and scenic rivers act, national trails system act, national landmarks program, and the international biosphere reserve program), the agency has continually sought to expand its authority and influence outside Congressionally established boundaries.

Due Process

A major problem with Park Service planning is the process used to solicit public participation. Although the agency has generally met NEPA requirements for public involvement, the public has not been involved adequately in the overall planning and decision-making process. Moreover, much "in-house" planning has been conducted, with virtually no public participation. The natural resources management plan for the park, for example, was developed over a several year period, and was made available for review in public libraries for only a brief period of time. This 700-page document included 25 major project statements, and created considerable question as to the future direction of the park.

Threats to the Park

In a 1980 report to Congress, the National Park Service submitted a list and description of threats to units of the national park system. According to that report, nine threats were listed for Voyageurs, which made it one of the least threatened parks in the system. However, according to the Natural Resources Assessment and Action Plan completed in 1987, the number of threats to Voyageurs rose to 44, an increase of nearly five-fold. This increase in threats occured during a period of reduced economic activity in the park region. In addition, the 1987 report described most of the resources of Voyageurs as being in poor condition, including freshwater fish and invertebrates, birds, terrestrial mammals, forest and woodland vegetation, fresh water vegetation, fresh surface water, air visibility, and aesthetics. A poor rating, as assessed by the Park Service, indicates that the resources are "so affected by human activities that visitors are prevented from experiencing those values for which the area was known or designated."

These startling findings can only lead to the question of what happened to the resources during that seven-year period when the park was under the care of the Park Service? The only logical conclusion is that the agency is practicing poor management, poor science, or both. A recent General Accounting Office Report at least partially answers the question. The report concludes that the agency cannot adequately assess the conditions of many of the resources under its care.

It appears that the National Park Service needs assistance, and I would hope that the agency will welcome such assistance from those of us that are willing to offer it in good faith.

The Role of State and Local Government

Because of current proposed budget reductions and reform legislation for the park system, there is increasing discussion about the role of state and local governments in the planning and management of units of the national park system. One unique provision that is already written into federal statute for Voyageurs National Park describes a direct role for state and local governments, as well as for private entities experienced in outdoor recreation. That requirement was included in the 1982 amendment to the enabling act relative to the comprehensive visitor use and facilities plan for the park.

The Question of Popularity

Although it can be demonstrated that, on balance, national park units located in rural America are not becoming more popular in terms of visitor use, the idea of national parks remains extremely popular. Indeed, many people consider the setting aside of national parks as the best idea America ever had. It is not surprising, then, that national opinion polls indicate that the National Park Service is the most popular agency in the federal government.

Because of that popularity, and the popularity of the agency's mission, I believe there has been, in the past, a reluctance to provide the kind of oversight necessary to evaluate whether the agency is achieving its mission as well as it could, or to achieve the goals spelled out in legislation for various park system units. Just because the Park Service is popular, that doesn't mean that the agency and agency officials shouldn't be held accountable for what gets done and for what doesn't get done. People are rightfully demanding accountability in government, and the National Park Service should not be exempt.

Leadership

Voyageurs is a complicated area, in natural as well as political terms. All problems and issues that exist in the park system, and then some, exist here at Voyageurs. As such, it's an area begging for leadership. So far, the agency has been unable or unwilling to provide it.

Conclusion

In closing, Mr. Chairman, I ask that you give consideration to the idea of trying something different in this region. I think a very different approach to management is both necessary and appropriate in order resolve long-standing issues, to head off a growing number of problems, to increase efficiency and cooperation among all levels of government, and to meet some of the needs and expectations of the citizens of Minnesota and the nation.

I sincerely appreciate this opportunity, Mr. Chairman.

Joint Congressional Hearings
International Falls, MN
August 18, 1995

PREPARED STATEMENT For: Don C. Carey

On Behalf of: THE CITIZEN'S TASK FORCE ON ALTERNATIVES FOR VOYAGEURS NATIONAL PARK. (CTFA-VNP)

Members of Congress, ladies and gentlemen. Good afternoon. Thank you for coming to International Falls. My name is Don Carey, and in the short time available, I hope to represent the concerns of the Citizen's Task Force on Alternatives for Voyageurs National Park.

Task Force members are unanimous in their concerns over excessive federal regulations, over excessive federal spending, over the unaccountability of federal regulatory agencies, and over the lack of local input and **persuasion** in the federal regulatory process. We further insist that the treaties on the boundary waters between the United States and Canada be strictly adhered to.

In this and other parts of Minnesota, we are greatly concerned over the federal management policies of the National Park Service, the U.S. Forest Service, the Fish and Wildlife Service, the Army Corps of Engineers and the federal wetlands regulations, as well as the International Treaties. We are further concerned that our constitutional rights on private and public property are being constantly eroded due to unaccountable federal agencies and their never ending regulations.

Due to necessary budget cuts, there is a good possibility that Minnesota could lose Voyageurs as a National Park. In order to help balance the federal budget, Congress plans to make significant cuts in the National Park Service's budget. A report distributed by the National Park Service lists Voyageurs as one of those parks that may have to be dropped from the park inventory during the budget reduction process. The Citizen's Task Force does not want to see the State of Minnesota lose Voyageurs Park. We believe that the park **can be saved** through an alternative management plan. Rather than down-grade Voyageurs, we recommend that it be **upgraded** to **"Voyageurs International Recreational Park,"** that it remain in federal ownership and that the management of the park be turned over to state and local governments, with the understanding that Congress would continue to finance the park at a significantly reduced operating budget. Not only could that save the federal taxpayers up to **1 million dollars** per year. but it would save Voyageurs from the chopping block and would return management to state and local control, where we

believe it rightfully belongs. We have taken our lead on such a proposal from the states of South Dakota and Arizona.

Aside from the budgetary constraint facing the NPS, Voyageurs deserves different treatment for the following reasons:

The park lacks continuity and flexibility in its management.

The park lacks accountability to Congress and to the people.

The park is guilty of colossal wasteful spending.

Park policies have become too restrictive on visitor use and park resources.

Voyageurs was not meant to be a wilderness park.

There is a disparity between proposals and reality.

There is a disparity between economic promises and economic reality.

VNP management is in violation of International Treaties, federal law and state law as it relates to Minnesota's jurisdiction on ownership of all navigable waters and their beds within the park.

In the past 40 years this nations national debt has risen to over **4 trillion dollars!** 41% of your annual tax bill to the IRS goes to pay the interest on that debt, and a child born this year, will, over its lifetime, have to pay over **187,000 dollars** just to cover the interest on our national debt. I would call that **"fiscal child abuse!"** Our country is financially bankrupt; and yet, **some** members of Congress wish to continue deficit spending by mortgaging you, your children and your grandchildren. This year Congress has the chance to begin balancing the budget by down sizing federal regulatory agencies and returning more control to local and state entities. State and local governments will need financial help from Congress, but have proven that they can manage more efficiently, more effectively, and are more accountable to the voters. Returning VNP to state and local management can be accomplished by Congress without hurting anything or anyone. It may be a small step in helping reduce the federal deficit, but is one of the many such steps that must be taken before this nation can begin to emerge from financial bankruptcy.

THANK YOU

Don C. Carey,
Citizens Task Force on VNP

Statement to House Resources Committee and Senate Committee on Energy and Natural Resources

By Tim Watson, President, Lake Kabetogama Resort Association
President, Kabetogama Tourism Board
Member Rainy-Namakan Int'l Steering Committee
Owner Harmony Beach Resort and Lodge
Ancestry homesteading the Kabetogama Area

I speak to you today representing over 60 tourism businesses from the four major access points to Voyageurs National Park. These being Rainy Lake, Kabetogama Lake, Ash River, and Crane Lake. We are steadfast in our support of Voyageurs National Park. The economic impact of tourism from these four areas represents millions of dollars into the local economy of northeastern Minnesota. Approximately 90 percent of all visitors to Voyageurs National Park access the park through the resorts, lodges, houseboats, or outfitters adjacent to the park. Historically, it was the development of resorts that lead to the traditional uses of the area before it was a park, such as fishing, boating, hiking, snowmobiling, float planes to the interior lakes, houseboating, etc. That is why we have such a major concern about the future of Voyageurs and the types of activities that will be allowed to take place here.

After meeting with and consulting with the majority of tourism operators, I would like to make the following recommendations:

1. Voyageurs National Park should remain without wilderness designation.
2. Management of Voyageurs National Park should be changed to allow more citizens' input into decisions on park management and operations. The present management of the park has a history of making decisions that are not in the best interest of the majority of park users and are not necessary to protect the integrity of the park. Examples include the policy of no pets in the park, restrictions on float plane use and snowmobiling, Moose Lake grade closure to ATV's, and restrictions on boat tours to licensed operators. If there had been more local amd regional input into these decisions, this hearing would not have been necessary.
3. Congress should recognize that all parks are different, and that rules affecting one park may not apply to another. Voyageurs National Park is a good example, it being the only water-based park, it obviously should have rules and regulations specific to it.
4. The Oberstar bill, House File 1310, is a good starting point for Congress to look at changes in Voyageurs National Park so that the potential of the park can be achieved. Any further studies that will be required concerning recreational developments and economic impacts should have local, regional and State input.
5. A major concern to the development and use of the parks is water levels, especially in spring of the year. The water level issue

is key to improvements in fish reproduction, shore-line bird reproductions, access to the park, and navigation. We encourage your cooperation with the International Joint Committee to resolve this issue.

Since the creation of the park, we have seen the interpretation of rules and regulations change with each new administration change. Voyageurs National Park has been manipulated with by individuals wishing to establish a name for themselves, not for the area. In essence, we at Voyageurs National Park have been discriminated against. Because we are unique in the realm of national parks, our individual status goes unrecognized. We ask only that our land, sky, and water be treated as this park was intended at its creation. Let man and animals alike be able to show the real nature of Voyageurs National Park. Let us not compromise the integrity of what and who we are in the name of the National Park System.

In conclusion, it is the feeling of the majority of tourism-related businesses that the major goal of this hearing would be to keep Voyageurs National Park and to address the management issues by congressional law that will allow many diffrent types of recreational uses and still retain the unique setting of what is now Voyageurs National Park.

Deposition by Ray Anderson. To be presented at 18 August 1995 congressional hearing in International Falls, MN

If I look scared stiff up here, it's because I am. The thought of public speaking has always terrified me. Timidity, however, should not deter anyone from expressing an opinion on a subject of great importance. The integrity of Voyageurs National Park is of utmost importance to me, to northern Minnesota, to all Americans, to our planet. I believe that the best way, probably, the only way to properly preserve Voyageurs' integrity is to leave the management and administration of the Park in the qualified, competent hands of the National Park Service.

I was born in International Falls and have spent most of my life in the Rainy Lake region. For fifteen or so years I was away from here. I did a lot of wishing I could be enjoying Rainy Lake's serenity. Voyageurs National Park is a harbor of serenity where silence includes the haunting cry of loons, wind whispering in pines, breakers crashing on a rocky shore; where one can escape from the hiss of rubber on pavement, the roar of traffic. Sometimes it's difficult to escape the sound of outboards, the whine of jet skis or, in winter, the howl of snowmobiles. But let's try to forgive the sins of the jet skiers and the snowmobilers, for they know not what they do. And, unfortunately, it looks like we're stuck with them. Don't let Voyageurs National Park, one of the few remaining fragments of serenity slip away from us.

Here are some rhetorical questions which I have pondered for some time and to which I have never heard satisfactory responses:

Why have 'environmentalists' become the bad guys?

Why is 'environmentalism' a dirty word?

Here is a direct quote from Ron Arnold, one of the leaders in the so-called 'Wise Use Movement'. "Our goal", says Arnold, "is to destroy, to eradicate the environmental movement".

Why should anyone want to destroy a movement whose primary purpose is to protect and preserve this planet's resources for all of us and for the benefit and enjoyment of posterity?

Preserving is what our mothers and grandmothers used to do with vegetables, fruit and wild berries. They tasted pretty good during those long winter months, didn't they? Preservation is what we environmentalists would like to see happen to Voyageurs National Park, and to all national parks and wilderness areas.

Why has preservation become a pejorative term?

How did wilderness get to be the enemy of mankind? The eminent environmentalist, Aldo Leopold, wrote, "Wilderness is the raw material out of which man has hammered the artifact called civilization." Henry David Thoreau said, "In wilderness is the salvation of the world."

2

There is no way we can have a strong economy without a healthy ecology. Wilderness is a vital, necessary component of a healthy ecology.

The definition of the word 'conserve' is "to keep from being damaged, lost or wasted". 'Conservation' is defined as "the act or practice of conserving." Why is 'conservation' anathema to political conservatives? Who are the real conservatives?

Criticism of government waste is justified. But let's point the finger at the most wasteful; the Defense Department, for instance. How many nuclear submarines, how many long-range bombers, how many aircraft carriers do we need? How big does our nuclear bomb stockpile have to be? How much is the taxpayer shelling out for these machines of destruction? How does this compare with the National Park Service budget?

How about the CIA? How does its budget compare with that of Voyageurs National Park? Nobody knows. Not even Congress is allowed to keep tabs on the CIA's appropriation. The National Park Service's expenditures are available for public examination. All you have to do is ask. Let's get off this environment-bashing binge and allow the National Park Service to help us enjoy the peace and beauty of Voyageurs National Park.

If enough far-sighted altruists speak up, loudly enough, often enough, I'm sure Congress will not permit the loss of this national treasure for the short-term gain of a few short-sighted individuals.

August 18, 1995 International Falls, Minnesota
By: David F. Zentner
TO: Senate Committee On Energy and Natural Resources

I have been a resident of Northern Minnesota for 40 years. During that time I've been actively involved in natural resource issues locally, regionally, and nationally.

I was an original supporter of Voyageurs National Park and remain so today. In addition to my deep support and appreciation of our National Parks and wilderness, I also love to fish and hunt, train dogs, camp, birdwatch, hike, and cooperate in wildlife management work with professionals.

My diverse interests are reflected in organizations I belong to i.e. the Izaak Walton League of America, Trout Unlimaited, Voyageurs National Park Association, Ducks Unlimited, Friend of the BWCAW, Duluth Retriever Club, Minnesota Outdoor Heritage Alliance, Minnesota Waterfowl Association.

I am a self-employed business person, married with two grown up children. Our family loves Minnesota for its progressive leadership in protecting the environment. Ours is a very diverse state with more recreational opportunities than most. Minnesota has been a leader in demonstrating that a healthy economy can co-exist with strong environmental protection. We continue to attract jobs, we continue to be looked at in the midwest as an area of growth, we continue to rank high in education, low in unemployment, and very high in overall quality of life. What a great place it is, and how lucky our family feels we are to live in Northern Minnesota.

VOYAGEURS - THE CONCEPT:
In the beginning those of us who endorsed the concept of a national park saw it as a way to protect one of the remaining links in the history of the Voyageur.

Our vision then, as now, was also to preserve the outstanding beauty of the area including the lakes, the plant and animal communities from the intense development occurring in all of the northern lake states.

Our park would provide a zoning concept that continued protection for the plant, animal and water communities of the international boundary, yet it would contrast with the BWCAW to the east in that while it protected a very similar landscape and wildlife community, it would allow on the open water areas of the major lakes a wide variety of mechanized uses winter and summer.

Our concept always gave serious consideration to the possibilities of wilderness designaton on the Kabetogama Penninsula itself. We felt from the very first that the penninsula had possibilities for very different management approaches on the penninsula's lands and smaller lakes.

We believed that all of this was worthy of the special protection, management continuity, and expertise that the National Park Service and its staff could bring.

We believed that national parks attract significant additions to the economy, and that Voyageurs would, too. However, let me emphasize that those of us who forged this proposal intially had uppermost in mind the preservation of area resources of significant national quality for future generations and the opportunities associated with those resources for renewal, education, and research.

Initially, there was strong opposition which is always the history of park proposals. But, by the time we had passed the legislation it was popular as an idea with the majority of Minnesotans and it would have had a majority favoring it in Northern Minnesota as well. At one time one of the proposed tools of the opposition was to submit the park concept to a referendum to "let the people decide". But public opinion poll by public opinion poll, organization by organization that lent its name to support, clearly showed the opposition that that was a risk they didn't want to take. Minnesotans wanted this park and so the opponents sought other ways to derail its existence.

Some of the issues we faced gave us all pause. I can recall being particularly concerned about private property owner rights, people who had private dwellings in family ownership for already long periods of time on the Kabetogama. This was about 1969. My wife and I went to our first National Izaak Walton League Convention in Norfolk, VA. I learned of an opportunity to go deep sea fishing on a Saturday morning at the conslusion of the convention, off the shore of Cape Hatteras. I was very enthused about this. As we drove south from Norfolk towards North Carolina and encountered the sea shore there was then almost continuous development. Sometime after entering North Carolina looking out the bus window, I saw a sign that indicated that we were entering Cape Hatteras' National Sea Shore. Immediately landscape changed from one of tremendous development and over-development to a natural landscape, a vision of coastal marshes, dunes, and relatively undisturbed vegetation.

It made me think about Voyuageurs and what was going to take place in the future in Northern Minnesota. I never had another doubt about the value of that proposal and do not to this day waiver in my support for our park. I ask...do not permit damage to this Park, do not permit damage to our national park system.

Some people say that the loss of snowmobile trails on the Kabetogama Penninsula itself is evidence of heavy handed action requested by a small group of elitists in opposition to the needs of many. The facts hardly support this. Minnesota has 15,000 miles of snowmobile trails at last count, 500 or more in the area of Voyageurs Park. About 12 miles would be lost if a wilderness prevailed that exempted snowmobile use; far from the misleading charges of some snowmobile interests. Many of my friends are snowmobilers. I don't think most of them would be opposed to the idea that there are places that should remain in solitude year around. In fact, we have become so overwhelmed with powerful boats, ATV's, Seados on the water, and snowmobiles that the future will clearly see more and more people requesting some relief from the constant barrage of mechanized recreation.

Some people charge that the park has actually been a player in a declining economy. That would appear to be hard to substantiate. With some 40 employees and over $2,000,000 of budget, it is said to generate about $20,000,000 contribution to the economy currently. The area surrounding the park in Northeast Minnesota has seen enormous growth in what has become almost 12 months a year tourism. Tax receipts are up in cities like Grand Marais along the north shore of Lake Superior. Reports from area resort associations are possitive about the burgeoning growth and the health of their economy. Evidently that is not totally the case in the Ash River, International Falls area. Environmental groups, the Park Service, and others can and should work closely to help areas that have not been able to understand as others already have, the value in adjusting their business to accomodate the people who seek out education [interpretation of the area] sea kayaking, and numerous other activities that are quite a bit different from the tradition of the post World War II fishing vacation. We must also remember that developing a park takes time and often because of budget considerations these past 20 years Park Service budgets have been cut in total dollars and even further in real dollars adjusted for inflation. It does no one any good to lay the blame of such actions on the National Park Service itself.

I do not believe Americans will allow the Congress to turn over our parks to local government, or private concessionairs, to extract maximum economic benefit. I believe Americans when informed will demonstrate their understanding that since such a small percent of our lands are so preserved we must vigilantly work not at turning away from them but at seeing they are properly budgeted, that deferred maintenance is attended to. Polls suggest that many Americans are willing to limit their own visits if need be to protect these parks from being loved to death. This was quite clear in the recent BWCAW Proposed Management Plan. Many groups that used the BWCAW were willing to impose restrictions upon themselves.

I'm enclosing for the record an opinion editorial by the editor of the Two Harbors, Minnesota Lake County Chronicle dated August 12, 1995, talking about the BWCAW issue but generally reflective of both Voyageurs and Boundary Waters, and the big picture. I am also enclosing an editorial that was in the Duluth News Tribune indicating how that paper's editorial board views the work done in 1995 by the United States House in important environmental areas.

National Parks are truly an American invention. Our citizens are grateful and evidently other countries also are grateful as they have copied and used the concept often.

Prescriptions by Congress on items such as Congressman Oberstar's 200 houseboat minimums are and always have been unwise. Congress should always respect that this is the kind of issue that must be left to professionals. Local imput, as well as imput from all citizens and their organizations, needs to be considered.

Legislatively eliminating application of the ESA [Oberstar Bill] as it relates to bald eagles/wolves is again unwise micromanagement and precedentially harmful. Is the U. S. Congress going to pass legislation every time local special interests fail to get their way?

Seaplanes, boats and motors on the penninsula are inconsistent with the vast diffrences between the small lakes and the penninsula itself and the large lakes such as Rainey, Kabetogama, Sand Point and Namakin.

Federal and state regulations can be frustrating and vexing to all of us. I believe we began in the '80's to understand that, and to work to make regulations and agencies in today's terms more user friendly and bottoms up. There are many positive examples of efforts to do just that. However, some see an opportunity in exploiting the issue by making the exceptional case or blunder appear to be the norm. With encouragement and funding by institutions and businesses not willing to say and do these things publically themselves, these "wise users" are mounting a campaign against just that; America's main stream wise use understanding our need for park and wilderness among our generally intensively developed landscape.

Thank you.

GOP endangers environment

8/13/95

Decades of thoughtful protection of nature is put in danger by extremists in U.S. House

Most swimming on Duluth's Park Point is on the Lake Superior side, but it's not unusual to do so in the bay. That wasn't always so.

Just about 20 years ago, no one who knew what harbor water was like would consider it — or fishing in the harbor or lower St. Louis River.

Given a vote, almost no Duluthian would favor returning to the bad old days when so much water was unfit for fishing or swimming, let alone drinking.

So why are Republicans in the U.S. House so eager to make it happen?

The only explanations are that they like dirty water (and air), are in the employ of big business or hate government regulations so much they're willing to strike them down with abandon.

Clearly, the third alternative is true. So why are Americans letting lawmakers gut decades of thoughtful and bipartisan efforts to preserve our environment? We hope they aren't.

We're lucky Washington, D.C., is such a hot and miserable place in August that all who can flee the city do so.

That includes members of Congress. Because the Senate hasn't acted on much of the House environmental massacre, there's time to change things. President Clinton also has been stirred to say conservative Republicans have gone too far and to threaten vetoes.

Readers must tell senators and Clinton they're unwilling to return to an era when water, land, trees and air were resources to exploit, not gifts to enjoy.

Rewriting the Clean Water Act, handcuffing federal regulators and performing drastic budget surgery on the Environmental Protection Agency (among other actions) go way beyond what most Americans want.

Yes, federal regulators went too far in telling Americans what they can do with their property. And clearly big government impeded sensible economic development too much in some cases.

However, the courts already have blocked some of the worst examples of government overkill.

And many tales of ruinous red tape told by conservative talk radio hosts to outrage listeners are isolated examples, not a typical pattern of federal regulators.

It's true some supposed friends of the environment exaggerate or rely on emotional pleas rather than science. And tradeoffs must be made on economic-environmental issues, as they are in the rest of our lives.

But it will take years to undo some of the harm that would occur if all the legislation passed by the House becomes law. We can't afford to lose those years and live with the environmental depredation that would take place in the meantime.

Northland residents put up with our winters (many even relish them) because this place lets us be closer to nature than do many heavily settled parts of America.

However, there are now too many of us — and our industries are too efficient at using resources — to allow a return to the legendary days when Paul Bunyan leveled thousands of acres at one swing of his ax.

Yet the image of a giant swinging an ax to alter the landscape quickly resembles what House Republicans are doing with their votes in Washington.

Our mining and timber industries have been able to survive and even flourish during years when society restricted how they and other industries can deal with natural resources.

This isn't an either/or situation. We can keep those industries and their needed jobs in our region without returning to a time when timber barons, mining barons and other industrial "royalty" held sway in the Northland, and no one thought of telling them no.

Those who want moderate reform in areas where government went too far should contact their senators and President Clinton. It is especially important to remind Republican Sen. Rod Grams that he's a senator for Minnesotans, not just for conservative rules-haters. He also should know air, water, trees and critters are appreciated by conservatives as well as liberals.

You can reach Grams at Room 261, Dirksen Senate Office Building, Washington, DC 20510,o or call (202) 224-3244. Clinton is at the White House, 1600 Pennsylvania Ave., Washington, DC 20220 or (202) 456-1111.

REGIONAL VIEWPOINT 8/12/95

Wilderness debate renewed at hearings

The ongoing feud over stewardship of public lands in northern Minnesota will soon be heard before a Senate subcommittee in International Falls. On Friday, Sen. Rod Grams will be chairman of field hearings for the Senate Energy and Natural Resources Committee on proposals by a number of state legislators.

Put simply, lawmakers hope to take Voyageurs National park from federal control and allow its use to be determined by local governments. As for the ever controversial Boundary Waters Canoe Area Wilderness, legislators advocate a wider range of multiple use concepts, including a proposed snowmobile route along the border lakes.

Both sides of the fence, pro-wilderness and pro-multiple use, as well as advocates of local and federal control, likely will try to stack the deck during the hearings.

Once again, the argument over control of these lands has invoked an "us vs. them" mentality ripe with narrow philosophies.

I'll say it now. I'm a wilderness advocate with certain multiple-use tendencies. Over the past couple hundred years in Minnesota, we've managed to make sure that about 98 percent of the state is not under some form of wilderness designation. At any time in the winter, I can hop on my 1972 Ski-Doo and putt to about any place I want in northern Minnesota where public lands exist. Nope, I can't putt into the BWCAW. Such is life. Philosophically, I don't see that as an intrusion into my personal freedoms. I can pretty much go wherever I want in this land, so to worry about the 2 percent where I can't go in a motorized fashion doesn't bother me too much.

Forrest Johnson

Others, obviously, don't feel that way.

I recently returned from my month-long stint commercial fishing in Alaska. After getting off the deer camp on water we called the boat and taking my first shower in 31 days, my buddies and I organized a float trip down a remote river near the Alaska peninsula.

Once you break free of the skein of water in a float plane and watch the endless, roadless horizons of southwestern Alaska unfold, you can really understand how little of Minnesota is left beyond the reach of the roads. Everything has been pretty well surrounded by the push of humanity.

I didn't touch dry land while fishing for 31 days in Bristol Bay, then rafted a river through a gauntlet of brown bears for a few days more. By the weekend I was home with my kids trying to get across the street in Two Harbors, bucking the tide of the weekend traffic.

The legislators who pushed for Friday's hearing will likely say that the federal regulations governing the BWCAW and Voyageurs "lock out" those who wish to use those lands.

To me, the idea that anyone is "locked out" of the BWCAW seems ludicrous when you have the perspective of how little roadless land there really is left, even up in our neck of the woods. Sitting there on that busy street along the North Shore of Lake Superior, I guess I figured it the opposite way. The way it looked to me was that quite a few of us are actually "locked in" the society that far too often prays to the altar of convenience.

The biggest worry I have, though, is to be infected by narrow philosophies. No matter how you feel on these issues, to deny that other viewpoints exist is to ensure that you'll be bumping heads again.

I'm sure there'll be plenty of those kinds of maladies testifying before a certain Senate subcommittee in International Falls on Friday.

Johnson is editor of the Lake County News-Chronicle in Two Harbors.

TESTIMONY

IN RESPECT OF VOYAGEURS NATIONAL PARK

for

SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND LANDS
of the
HOUSE RESOURCES COMMITTEE

and

SUBCOMMITTEE ON PARKS, HISTORIC PRESERVATION AND RECREATION
of the
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

JOINT FIELD HEARING OF AUGUST 18, 1995

at

INTERNATIONAL FALLS, MN

by

Martin N. Kellogg

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As Submitted to Committee Office August 15, 1995

August 15, 1995 MNK

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SUMMARY OF STATEMENT

Personal Background

Kellogg was one of the founders in 1965 of VNPA and has continued to serve, now as a member of its Executive Committee. He has been an active leader in the GOP, but has served at the appointment of four Governors, two from each party, including the Citizens Committee on VNP, the Metropolitan Council, and the recent Governor's Sustainable Development Initiative. Kellogg is an industrialist with an appreciation for conservation ethics and practices.

Some Early History of Park Initiatives

First proposed by State resolution in 1891, VNP began to take shape in the early '60s by initiatives of Governor Elmer L. Anderson. Kellogg, with Minneapolis Chamber of Commerce parallel to International Falls Chamber of Commerce, supported the concept that became VNP. Initial support was slow until the people of Minnesota and its numerous conservation minded organizations took hold of the idea.

Record of Public Support

Public support for VNP and National Park concepts has always been strong and continues to be so.

This has been well-documented by independent surveys as referred to here in 1968, and again in 1991. Support remains consistent and very high. The people of Minnesota, including the northern areas, clearly want a National Park managed to National Park Standards.

Projected and Actual Usage

There is confusion and misunderstanding, as well as inadequate data regarding usage of VNP. Initial projections of 1.36 million most likely was in the context of visitor days. NPS counts visitors by the day and not as individuals. Perceptions of locals are likely confused. Regular residents in areas of VNP account for over 7,000,000 person days in the area. Visitors do not evidence themselves in one single area.

An important point is that usage of VNP is much greater than in pre-park era and continues to rise. VNP is heavily used and in summer the southern lakes seem crowded.

Economic Value of VNP

Economic impact of VNP is significant, but cannot match the total of all other income producing activities. Estimates are likely conservative as demonstrated in this section. Problem appears to be that like visitors, the economic impact does not centralize in International Falls, but impacts throughout the region and most users do not enter via International Falls.

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County or State Takeover of VNP

This is not feasible from any viewpoint. Counties do not have economic strength or desire and the State is in the same condition. The citizens of Minnesota are and will continue to be strongly supportive of their National Park and that it be managed to National Park standards.

Local Expectations and Results

A great commotion has been made in recent years that local interests have been betrayed from initial reasonable expectations. This is not so, instead this assertion is only supported by a tortured twist of past language and a blissful ignoring of the more formal record. VNP is now being managed quite consistent with initial proposals and with the authorizing legislation and the legislative record. The present effort by VNP opponents is not a search for fact, but an attempt to rewrite history. Congressman Blatnik, a very astute and respected member of Congress, less than three years after authorizing the VNP legislation, also authored an article in a widely circulated magazine which fully anticipates and supports the management of VNP by National Park Standards. There is no credible record to claim today that there was any other promise or intent in the '60s for reasonable expectations otherwise. The authorization of VNP was consistent with the preceding communications.

Next Actions

Kellogg encourages the Committees, if there is any intent to change the present status of ownership for VNP, to hold hearings in Duluth and St. Paul. Further, if there is any intent to change the management policies of VNP to a recreational area standard and thus create a precedent for degradation of our National Parks, then it is essential to take such an idea to people in all of the Nation's population centers, instead of holding hearings at the park sites, which generally are too remote from many of the people who are very concerned about these matters.

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TESTIMONY
by
MARTIN N. KELLOGG

I appreciate this opportunity to provide information regarding Voyageurs National Park to these two subcommittees' August 18, 1995, joint field hearing in International Falls, Minnesota.

PERSONAL BACKGROUND

I have been actively involved with the concept of Voyageurs National Park since 1964 and was a founding officer in 1965 of the Voyageurs National Park Association, now named Voyageurs Region National Park Association. It is a non-profit organization of volunteers.

I have also been a member of the State Government funded Citizens Committee on Voyageurs National Park as an appointee of Governor Rudy Perpich.

These have been volunteer activities as my vocational career has been in industrial management. Currently I am President of UFE Incorporated, a custom manufacturer headquartered in Stillwater, Minnesota. I reside in Saint Paul, Minnesota, where I have lived most of my life.

While Voyageurs National Park has been a vital interest of mine over the past more than 30 years, I have also been active in leadership positions in many other community, political, and business responsibilities which have provided opportunities to observe and act within the broad range of viewpoints involving the use of our resources and the desires of people. These responsibilities and interests have included:

President of nationally recognized Young Republicans League of Minnesota
Governor's Committee on Executive Reorganization (appointed by Governor Wendell Anderson)
Tax Policy Committee of Minnesota Association of Industry & Commerce
Chair of St. Paul (neighborhood) Council
Metropolitan Council (appointed by Governor Al Quie)
Chair of HealthCare Committee of Minnesota Chamber of Commerce
Co-Chair of Sustainable Manufacturing Development Team (appointed by Governor Arne Carlson)

Those familiar with Minnesota public affairs will note that the State level appointments were evenly divided between DFL and GOP governors. During the same period I have served as a director on the boards of five of Minnesota's public industrial companies. I believe I have a good understanding of the needs of business, as well as the working of government and the desires of Minnesota's citizens.

SOME EARLY HISTORY OF PARK INITIATIVES

Although a National Park on the northern border of Minnesota has been a vision of many Minnesotans, at least beginning in 1891 when the State's Legislature and Governor approved and forwarded to the President a resolution proposing such, Voyageurs National Park began as a concept for me in 1963. At the invitation of Lloyd Brandt, economic development staff of the Minneapolis Chamber of Commerce, I agreed to chair a committee on Tourism. However, due to my interest in the outdoors as a hunter and fisher, I suggested it be the Tourism and Outdoor Recreation Committee. This became a very intensive and inclusive effort. In a series of continuing meetings over a year's time, all aspects of the subject were reviewed by the diverse, numerous and very knowledgeable participants in the process. As the meetings and discussion evolved, it became clear that Minnesota lacked a leading concept and physical image as a place to visit.

An inquiry to former Governor Elmer L. Andersen provided the answer to Minnesota's need. He recommended a National Park in northern Minnesota inclusive of the Kabetogama peninsula. Upon examination, that became the keystone (as the missing link in Minnesota' s image and realization) for the Committee's report.

This report was unanimously adopted by the participants and became unanimously a key element of the Minneapolis Chamber of Commerce's vision and program.

Coincidentally (or likely preceding the Minneapolis Chamber's declaration), a similar consensus had developed in the International Falls Chamber of Commerce, and it was not long until we were contacted by three of the Falls community's leading citizens, Judge Mark Abbott, George Esslinger, and Wayne Judy to work together. This evolved into the formation of Voyageurs National Park Association in 1965.

Many other individuals and organizations will have their own recollections of how and why Voyageurs National Park developed for it was truly and ultimately a broadly conceived and supported desire. It would not be possible to isolate a few, let alone single efforts or events, as uniquely defining the moment. The creation of Voyageurs National Park reflected the voice and desires of the people.

RECORD OF PUBLIC SUPPORT

I write the preceding now because one of the myths being offered to destroy Voyageurs National Park is that it was thrust upon a people who did not want it. Nothing could be further from the truth. There was indeed vocal and organized opposition. No sooner than those three leading citizens of the Falls and its Chamber of Commerce acted than there was a negative response. The opposition used the time-worn approach that this was an idea only popular outside the area. However, in 1968 a professional survey conducted by Mid Continent Surveys entirely within the 8th Congressional District disclosed a 2/3 level of support for establishing Voyageurs National Park, compared to 20% opposed. I believe this survey was filed with the Congressional hearings at the time the bill was considered. Further, a complete record of overwhelming support throughout the region and the State was presented to these hearings by Voyageurs National Park Association and the allied Citizens Committee chaired by Dr. Charles Mayo and Charles A. Lindbergh. These should be available in Congressional records. There also will be the record of opposition information.

In spite of frequent evidence to the contrary, the minority opposed to Voyageurs National Park continued to claim they speak for Minnesota. This was again true in 1991 when the National Park Service was presenting its Management Plan. In response Project Research, Inc., a national marketing research firm, conducted a statistically valid survey of Minnesotans, randomly chosen and pro-rata distributed across the State. Their report is included as Exhibit 1., but key points are summarized below according to responses to statements presented to those surveyed:

- "Parts of Voyageurs National Park should be designated to remain undeveloped and wild, accessible only by foot, canoe, cross-country skiing, or other non-motorized means."
  91% agreed (73% strongly)
  6% disagreed (3% strongly)

- "All public lands should be made easily accessible to motorized vehicles."
  23% agreed (10% strongly)
  70% disagreed (53% strongly)

- "Motorized vehicles should be allowed in all areas of Voyageurs National park so that all visitors can enjoy the entire park."
  23% agreed (12% strongly)
  73% disagreed (52% strongly)

- "Some undeveloped public lands should be preserved by not allowing motorized vehicles."
  94% agreed (76% strongly)
  3% disagreed (2% strongly)

- "A snowmobile trail should be permitted in the proposed wilderness area of the Park."
  34% agreed (20% strongly)
  60% disagreed (46% strongly)

- "During the past 5 years have

	you operated a	or anyone else in household a
snowmobile	31%	33%
all terrain vehicle	25%	24%

- How many people in your household?

one	22%	four	16%
two	36%	five	7%
three	17%	six plus	2%

Further, of those surveyed, 40% had household incomes under $30,000 and only 7% had household incomes at $75,000 or more. The above is consistent with the State's demographics. Further, the 1991 results are very consistent with the 1968 results, other polls in between, and very likely with the thinking today. There is no factual basis for the frequent assertion that only an "elite" favors National Parks.

PROJECTED AND ACTUAL USAGE

Some of these same opponents also complain that Voyageurs National Park has not produced the expected visitation levels. The visitor figure commonly referred to is about 1,000,000 per year. This number is at the same time commonly misrepresented as a million visitors. In fact, a facility can only appropriately count visitor days. This is the appropriate definition of the original projections and should be for any subsequent data regarding visitation.

The St. Paul Dispatch and Pioneer Press in its Sunday, August 13, 1995, feature article on Voyageurs National Park tried to shed some light on visitation even though it fails to distinguish its data in respect to visitor days (versus visitor persons). Even so, the author of the article, Dennis Lien, states that, ". . . the number of visitors has risen from 160,000 to 240,000 over the decade." This data is at least in line with most perceptions that visitation to Voyageurs National Park has been increasing, rather than supporting recent claims by the Greater Northland Coalition that "The number of visitors has steadily declined."

My own personal experience gained from visits into the Park's lakes and interior first beginning in the mid '60s and into the '90s is that visitation has considerably increased over those years. These visits, besides numerous observation visits, have included fishing days, several trips for winter ski camping in 1970 and 1971 into Shoepack lakes on the Kabetogama Peninsula, and in 1991 a five day canoe trip with a National Geographic writer around the Peninsula. On this last occasion I was very conscious of the immense increase in boating activity compared to any time before.

Perhaps the problem of those who claim little or no increase in visitation comes from a perception that the number "1.36 million visitors" as quoted in the recent St. Paul Pioneer Press article should come marching down the streets of International Falls. First of all, I have always understood this to be visitor days. Second, there seems to be little perception that the 16,000 residents of Koochiching County already make up well over five times as many area visitor days than the projected 1.36 million just by being there without counting the residents within nearby St. Louis County (in which almost all but a small fraction of Voyageurs National Park is located). Third, a great many visitors never go as far as International Falls, but find the St. Louis County entrance points Kabetogama Lake, Ash River Trail, and Crane Lake more convenient. Fourth, as apparently also perceived by opponents, the large volume of passers through to and from Canada greatly surpass these Voyageurs National Park visitors entering through International Falls, who presumably are spending most of their visit directly beside or in Voyageurs National Park.

Finally, the area's public voices who are constantly finding fault with Voyageurs National Park are most likely discouraging many potential visitors.

Nevertheless, developing more accurate visitation data and trends is an opportunity for improved management of Voyageurs National Park by the National Park Service.

ECONOMIC VALUE OF VOYAGEURS NATIONAL PARK

Another complaint concerns a lack of realization of the expected economic benefits from Voyageurs National Park. One that is easily identified is the $2.5 million Voyageurs National Park annual payroll. A second, less determinable is a projection of a $20 million economic impact in the area due to Voyageurs National Park. If there are 240,000 Voyageurs National Park oriented visitors and each spends only $100 while in the area, then the amount of expenditures is $24 million.

It is reasonable to project then that the 16,000 Koochiching County residents and another 4,000 in the nearby St. Louis County area are participants in an economic benefit impact that averages $1,000 to $1,300 annually per resident. However, if the area also has 5,000 industrial, commercial, and government jobs that average $20,000 per year, that totals about $100 million, let alone many other economic value impacts, which all tend to obscure the visibility of the tourist and recreation dollars. However, there may be a day when these industries slow down, then the income from Voyageurs National Park will be more observable and essential.

Here is an area where effective cooperation among the Chambers of Commerce, the State, and the National Park Service could develop better understanding and, I believe, better economic appreciation of the economic value of Voyageurs National Park.

COUNTY OR STATE TAKEOVER OF VOYAGEURS NATIONAL PARK

There are also voices pleading a case that this will be a better world of economy if the County or State Government were to take ownership of Voyageurs National Park. In this regard the Greater Northland Coalition offers an annual "budget" of $989,000 for a savings to Federal budgets of nearly $1.6 million.

This suggestion might appear inviting until the County or the State must find the money. Since most of the proponents seem to be from Koochiching County, they may be relying on the fact that almost all of Voyageurs National Park is in St. Louis County. However, St. Louis County has never been enthusiastic about adding to its parkland budget. Without St. Louis County picking up the cost, even the assumed low-ball proposed budget will increase the tax burden of every man, woman, and child in Koochiching County by $60 per year forever, plus inflation.

Even that last comment does not allow for a reasonable capital maintenance and improvement program. The creative Greater Northland Coalition deals with this by now, and after the fact, opposing and ridiculing the major improvements built in the Park and the cost of land acquisitions. Yet, at the time these improvements were proposed I recall little, if any, local opposition, and local juries have almost gleefully and surely greatly increased land values in any court proceedings.

Personally, I have never been enthusiastic about buildings in parks, but they seem to be the type of activity which has been well-supported by Congress. I strongly opposed (but ineffectively) the grand rebuilding of the Kettle Falls Hotel. However, the project was demanded by the Citizens Committee on Voyageurs National Park and actively supported within the International Falls community.

As for the State of Minnesota taking over Voyageurs National Park from the National Park Service, I can assure you that there is no room in State budgets for such an unnecessary expansion of this State's park system. The very influential and knowledgeable citizen supported Minnesota Parks & Trails Council has had a long involvement in supporting parks and trails in Minnesota. At a recent meeting of its Board of Directors a resolution was passed stating its opposition to any proposal to transfer Voyageurs National Park to the State of Minnesota.

Even more of a problem than the cost side of such a proposal is that the great majority of Minnesotans have strongly supported (and continue to do so) that Voyageurs be a National Park and managed to National Park Service standards of protection.

LOCAL EXPECTATIONS AND RESULTS

A continuing bone of contention seems to be the perception that local interests have been betrayed, that Voyageurs National Park is quite different from the reasonable expectations of the times. The Greater Northland Coalition has presented this argument in advertisements and other public communications in preparation for these hearings. For example, they point to the initial National Park System study indicating an operating budget of $500,000 compared to a current budget of $2.5 million. They forget the almost 30 years intervening, many of which in the early years had extremely high inflation rates. For example, a seven percent average inflation rate over a 25 year period would take that initial $500,000 to over $2.7 million.

It seems the Greater Northern Coalition has founded this argument on an April 21, 1965, ad in the International Falls Daily Journal titled "14 Reasons why Voyageurs National Park should be established at the Rainy Lake - Kabetogama Peninsula Site!" (I only have a rather poor fax copy of this for Exhibit 2 as apparently recently reset for a second ad in the Daily Journal by the Greater Northern Coalition, but I believe you will receive other more legible copies.)

When asked by the Daily Journal to comment on this recent ad and the Greater Northern Coalition's assertion that the 1965 ad's paragraph 12 was proof of a "promise" or "contract" consistent with their 1995 position, I replied on August 11, 1995 substantially as follows:

The date of April 1965 was at a point when Voyageurs National Park Association was more of a name than an established, fully functioning organization. I was the first Treasurer of VNPA, and in 1965 and 1966 a very active participant. I do not recall paying for an ad in the Daily Journal or seeing this ad. Further, the context of the ad appears to be a local product.

> Even so, assuming for the moment that the ad was a result of or approved by or paid for by the newly forming VNPA, the context and content of the Greater Northern Coalition's current focus, paragraph 12, is more consistent than inconsistent with the present operation of Voyageurs National Park:

- "all sizes of boats and motors would be allowed in the park."
  Common sense, I assume, would imply and exclude in such context a super-tanker or any other boat which would damage the resource or the experience which the range of all users' expectations would involve. Comparing my pre-park experiences with post-park experiences, the extent of boat usage and range of sizes has vastly increased.

- "that there would be no charge or restrictions for water travel"
  There are no charges, and due to many access and navigation aid improvements by NPS, it is far easier for any person to use a boat today than pre-park. There are common sense restrictions that are intended and appear essential to protect the resource, which is the price in any public situation for greatly expanded usage loads.

- "that camping would be allowed in all areas of the park"
  While the opportunities for camping have been increased, personally I would encourage the NPS to increase the opportunities for primitive camping, as well as the more typical, non-primitive type.

- "that pontoon aircraft would be allowed to operate"
  They are, but nobody ever would ignore the necessary regulations for safety to the many boaters, as well as a regard for the resource or the enjoyment of the many users compared to the privileged few in aircraft.

- "that all types of wintertime travel, including snow cats, would be permitted"
  This, too, is a true condition of the present park operations. Such usage was never conceived to be outside the common sense conditions expressed above in respect to boats and pontoon aircraft.

- "That there is a strong possibility that controlled hunting would be allowed".
  It has always been quite clear that "controlled hunting" in park management understanding is for purposes of managing the resource, and is quite different from "sport hunting". I am a sport hunter and have little enthusiasm for being a controlled hunter or even game farm hunter. Others might well enjoy controlled hunting, and when the park requires it, I would not be surprised or opposed to such a program.

- "that water levels would continue to be regulated by the International Joint Commission".
  I am certain at the time (1965) that this seemed logical and a fact of an international treaty. This has continued to be the case. However, currently Voyageurs Region National Park Association shares in the frustration, disappointment, and dissatisfaction with the lack of management and lack of action by the IJC, as also expressed by fisheries professionals, the Citizens Council, and most knowledgeable parties. What was the underlying issue of concern by the Voyageurs National Park Committee of International Falls at the time they wrote this ad? Who today wishes to hang onto this "understanding"?

Now, for anyone who wishes to put a (more to their current liking) spin to any of the items in paragraph 12 and to bind the present thereto, I suggest they also refer to:

- Paragraph 2, "Our area is highly complimented and justifiably proud of the fact that we have at our back door an area which is so historical and beautiful that the National Park Service approved it as the 33rd National Park in the United States.

- Paragraph 7, " . . . fishing in both Kabetogama and Rainy Lake has been declining"

- "The National Park Service will preserve the aesthetic beauty of this area better than any other conceivable agency. Private agencies may change their minds, whereas the government is dedicated to preserve, beautify, and hand down to our children and our grandchildren this land to enjoy just as we had the privilege of doing in our lifetime."

It was my experience that this last statement above, as an almost universal vision of Minnesotans, became the over-riding and essential reason for establishing Voyageurs National Park and remains so to this day, and will continue to be so.

Nevertheless, the authority of the ad is at best fleeting, as it came almost six years before Voyageurs National Park was authorized on January 8, 1971. More authoritative documents and communications readily available to all involved at the times and still available for reference would be:

- Preliminary Report of National Park Service of 1964: The area "is large enough to include the essential land and water needed for logical administration, development and protection and for effective interpretation and use . . . which do not conflict with basic preservation.", and concluding that the area was appropriate for a National Park by referring to " . . . its superb wilderness scenery, the variety of plant and animal life."

- Minnesota Outdoor Recreation Resources Commission's Reports of 1965 and 1967

- United Northern Sportsmen Club Study of 1968

- Bills introduced into U.S. House of Representatives by Congressman John A. Blatnik of Minnesota's 8th Congressional District (the home district for VNP)

- The complete records of Congressional hearings held in International Falls in 1969 and in Washington, D.C. in 1970

- The actual bill passed by the House of Representatives in October 1970:
  . . . snowmobiling may be allowed. - (Note: It did not say must be allowed).

- Congressman John A. Blatnik's article, "Voyageurs - The Wilderness Park" published in the September 1974 National Parks & Conservation Magazine (Exhibit 3) as quoted below:

  " . . . the park's main tourist 'facilities' - the forests of the Kabetogama Peninsula and the clear waters . . . "

  "The nation's thirty-sixth national park will be a wilderness park . . . . Motorboating - and in winter snowmobiling - will be permitted on the larger lakes but motor vehicles will be entirely prohibited on the peninsula."

  "This new national park has three purposes, rigidly adhered to by the National Park Service; preservation of a uniquely beautiful, water-oriented area; recreation for a nation increasingly divorced from the peace of solitude and the humility engendered by the powerful forces of nature; and restoration to . . . - the eighteenth century

fur regime in the Northwest . . ."

" . . . now the wildlife of Voyageurs National Park - moose, deer, timberwolves, and many others - will be protected."

"The Kabetogama Peninsula, which comprises the main land area of the park (75,000 acres), . . . - interior lakes, streams, and portages, accessible only by foot and canoe."

"SIGURD OLSON, nationally recognized conservationist and one of the most powerful voices for establishment of the park, pointed out at a recent perimeter planning session, 'If our population keeps exploding, if our industrial land base keeps expanding, if all the other 'ifs' materialize, if we keep adding another million square miles of blacktop to the surface of the earth, the most unique thing a piece of country can have will be its naturalness. To see a place that is still untouched, which is still as beautiful as God made it - that will be unique in the time to come.' "

"Voyageurs National park is a unique natural treasure . . . that will be preserved for our children and for many generations to come."

Congressman Blatnik seemed clear enough. (Here I will add at this date: Neither he nor anyone else was misleading or deceitful. The issues being reargued today were there at the time Voyageurs National Park was established and resolved in many hours of hearings and debates. One view was overwhelmingly supported with a bi-partisan view. The other was not. That is the American way. It is also the American way for the losing view to keep trying, but it is not the American way to allege deceit and lies when the only "proof" is an artful stretch of words that more likely mean the opposite of the present claim. Neither is it the American way to do so in a way that must seek to destroy the reputation of a deceased and respected leader as Congressman Blatnik).

Finally, there are many artful arguments being made against Voyageurs National Park. Often one argument contradicts another. However, there is one argument that is self-fulfilling and reinforced by all the other arguments. That argument is that the park has not met the first stated hope of the April 21, 1965 ad:

1. "A National park will be a new diversified industry that will contribute substantially to the income of our area without depleting its natural resources in the least,"

While an annual expenditure for Voyageurs National Park of $2.5 million alone would be a significant economic boost, estimates of a $20 million added impact by the park on the area (equal to $1,250 per resident of Koochiching County) would seem to fulfill the above economic expectations. Additionally, management actions by the National Park Service seen to be appropriate to the expectation, " . . . without depleting its natural resources . . .".

Nevertheless, my main point in regard to economic impact is that regardless of what exactly it is, it could and would be many-fold greater if the voices of International Falls could be heard saying it's a magnificent park (which it is) instead of what does come through to the public at large, that Voyageurs National Park is a lousy, useless park

and that the visitor, if so bold to venture there, will encounter a hostile host and a poor experience. To everyone in the vicinity of Voyageurs National Park, as well as the State of Minnesota I say, pick up that diamond, now in the rough of public opinion, and polish it, then the riches of a unique gem will be yours.

NEXT ACTIONS

In conclusion, I urge the Committee to carefully examine the record and the allegations which have encouraged it to hold these hearings in International Falls. If there is any interest to transfer Voyageurs National Park to the counties, it will be best to hear the idea in Duluth, County Seat of St Louis County, which contains over 95% of Voyageurs National Park. If there is any interest in turning over Voyageurs National Park to the State of Minnesota, it will be best to hear it in St. Paul. If there is any intent in degrading the National Park System by imposing a recreation area standard on Voyageurs National Park, it will be best to hold hearings on that throughout the United States and in its centers of population beginning with St. Paul, for not only do the people of Minnesota believe in and support the present prevailing concepts of a National Park, but so do a great majority of the people of these United States.

I also call your attention to the exhibits that I have enclosed which either are in support of my direct remarks above or provide additional statements by others covering topics and issues that I have not covered.

So that you can be more fully informed, I request that you hold the record open for a substantial period to receive additional comments. I hope you can announce this at the close of this hearing, and in any case, to include the open record period beyond the September-October hearing in St. Paul which was proposed by Chairman Murkowski in his recent letter to Senator Wellstone.

cjm
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STATEMENT OF

KATHLEEN A. MCALLISTER
FOREST SUPERVISOR
SUPERIOR NATIONAL FOREST

FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Committee on Energy and Natural Resources
Subcommittee on Forests and Public Land Management
United States Senate

and

Committee on Resources
Subcommittee on National Parks, Forests, and Lands
House of Representatives

**Concerning Management
of the
Boundary Waters Canoe Area Wilderness**

August 18, 1995

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEES:

We appreciate the opportunity to provide the views of the Department of Agriculture concerning management of the Boundary Waters Canoe Area Wilderness, commonly referred to as the BWCAW. The BWCAW is truly unique within our National Wilderness Preservation System (NWPS) and we are proud to have it entrusted to our care.

The BWCAW is the largest wilderness east of the Mississippi, consisting of over 1 million acres of lakes, streams, and forests. It extends nearly 150 miles along the international boundary adjacent to Canada's Quetico Provincial Park, creating a natural, water based international treasure that is unparalleled in the world.

Legislative Background

Following public hearings in 1926, the Secretary of Agriculture approved a plan setting aside a "wilderness area" within the Superior National Forest. In 1930, the Shipstead-Newton-Nolan Act was passed to protect the shorelines of waterways. In 1933 the State of Minnesota passed similar legislation. In 1949, President Truman issued an Executive Order establishing an airspace reservation over the area.

The Wilderness Act of 1964 created the National Wilderness Preservation System and incorporated the Boundary Waters Canoe Area into this system. In 1978, following three years of Congressional debate, the BWCAW Act was passed by the 95th Congress and signed into law. This Act was to "provide for the protection, enhancement, and preservation of the natural values of the lakes, waterways, and associated forested areas.....and for the orderly management of public use and enjoyment of that area as wilderness.....while at the same time protecting the special qualities of the area as a natural forest-lakeland wilderness

ecosystem of major aesthetic, cultural, scientific, recreation and educational value to the Nation."

The 1978 BWCAW legislation also addressed issues of recreation opportunities, resorts, motorboat use, snowmobile use, motorized portages, timber harvesting, mining, and dams. An implementation period from 1980-1990 was established to gradually phase out some activities and to develop measures to compensate for the loss of others.

Visitor Use

The BWCAW is the most heavily used wilderness in the United States. Although it comprises only 1 percent of the National Wilderness Preservation System acreage, the BWCAW accounts for over 10 percent of the day use recorded for the entire system.

During the 1994 summer use season, nearly 30,000 groups camped overnight in the BWCAW. Seventeen percent of the visitors were from northeastern Minnesota, 39 percent were from Minneapolis/St.Paul, and the remainder from all regions of the United States as well as many foreign countries. Ninety-two percent traveled by non-motorized boats, seven percent used motor craft, and one percent hiked. The average group size is four people (although the most common is two) and the average length of stay is four nights. In total, nearly 200,000 people visit the BWCAW each summer, accounting for approximately 1,500,000 visitor days.

Overnight use continues to increase slightly each summer. Although there is a quota for the number of groups that can enter the BWCAW each day, overall capacity has not been reached. During the 1994 season, approximately 65 percent of the available quotas were used.

A new management plan for the BWCAW

In August of 1993, the Forest Service released a new management plan for the BWCAW as part of the ongoing land management planning process and to meet the requirements of a settlement agreement for an appeal of the Superior National Forest Plan (approved in 1986).

Public involvement in developing the new plan began in November of 1990. The Forest Service invited people to attend open house meetings to discuss the management of the BWCAW. Meetings were held throughout the state of Minnesota. During this time, written comments were also solicited throughout the Midwest and letters were sent to a national sampling of past BWCAW visitors. The public meetings, news releases, and letters resulted in over 1100 pages of written responses from 620 individuals.

Throughout 1991, informal meetings were held with interested parties to discuss the issue of visitor use levels and perceptions of crowding in the BWCAW, and the analysis of this issue that was being conducted by the University of Minnesota.

The next phase of public involvement was the formation of a task force of interested organizations, associations, and other government agencies to discuss the issues, formulate alternatives to address issues, discuss the effects of alternatives, and develop mitigation measures. A series of Task Force meetings were held in Duluth during the spring and summer of 1992 to develop and share information. The task force was very valuable to the Forest Service in better understanding the scope of the issues and effects on users, and in formulating mitigation measures.

Following the release of the draft Plan and Environmental Impact Statement, more than 1,000 written comments were received from almost every state and 3 foreign countries.

Basis for management plan decisions

Several significant factors were considered in developing the decisions in the final Plan. Among them, we considered:

- Existing statutes which guide management of the BWCAW.
- Forest Service national policy for wilderness management.
- Research findings concerning physical and social effects.
- Visitor perceptions of "quality of experience" in the BWCAW.
- Economic impact on communities, partners, and costs to the agency.
- Public demands and expectations.
- Management experience based upon on-the-ground work by wilderness specialists in the BWCAW.

Major issues addressed in the final plan

The final Plan called for a group size limit of nine (versus a proposed limit of six in the draft plan), limiting the number of watercraft to three per party (later changed to four during the appeal process), maintaining the number of campsites at the existing level (approximately 2,000), reducing the number of overnight groups allowed in the BWCAW each day (from 382 to 280 but still above the average use of 203 a day), adjusting the motor use quotas (reduction overall, but increased quota in the Fall), continuing to overbook for motor use quotas based on the previous years' "no-show" rate, and eliminating tow boat use counting against the day use motor quotas, allowing greater quota availability to the general public.

Implementing the new plan

During the administrative appeal period, approximately 2,300 individuals and organizations filed sixteen appeals with the Regional Forester in Milwaukee, expressing opinions on opposite sides of many issues. The Regional Forester affirmed all decisions with one exception: the limit on the number of watercraft per group increased from three to four.

The Forest Service is implementing the BWCAW Plan according to schedule. Some decisions were implemented in 1994 (e.g., overnight quota reductions); others were implemented beginning with this summer's use season (e.g., group size restrictions, and

increases in motor use quotas during the fall season); and others are yet to be implemented (e.g., a portion of the Outfitter-Guide policy). Although there have been no new decisions since release of the plan, opposition to specific decisions arises as they are implemented and often affected parties seek to delay or eliminate specific aspects of the plan. Two lawsuits have been filed relating to this plan, one opposing changes which are more restrictive, the other opposing changes which are less restrictive.

Our Commitment

The Forest Service manages the BWCAW in accordance with the mandates of Congress set forth in statute. The job is very challenging as we try to meet the often conflicting demands of individuals and groups while protecting wilderness values. We rarely find easy answers, only difficult choices. Decisions are not made lightly. We strive to remain caring and committed as we work with our local, regional, and national partners to manage the BWCAW so as to protect this unique natural resource for future generations.

Mr. Chairman, this concludes my prepared remarks and I would be pleased to respond to questions about our management of the BWCAW.

DOUGLAS J. JOHNSON
MINNESOTA STATE SENATOR

TESTIMONY BEFORE THE
JOINT CONGRESSIONAL HEARING

INTERNATIONAL FALLS, MINNESOTA

FRIDAY, AUGUST 18, 1995

The late Senator Hubert H. Humphrey signed a contract with the people of northern Minnesota at the time of the 1964 Wilderness Act. But, shortly after he died, other Minnesota Congressmen broke those contracts and promises against the wishes of the people most affected -- the people of northern Minnesota. They also passed the 1978 BWCA legislation over the opposition of our local Congressman, Congressman Jim Oberstar.

In 1978 the "preservationists" held all the cards at the table. Congressman Bruce Vento and former Congressman Phil Burton broke Senator Humphrey's promises. The so-called "Friends of the Boundary Waters" won for their "friends" and my "friends" lost. I hope that in 1995 my "friends" can be at the table in Washington and see returned some of the economic and recreational opportunities that they lost.

My "friends" don't want to destroy the BWCA as some extremists claim. They aren't proposing that mining, logging, commercial or residential development occur in the BWCA, or even that all of the BWCA Lakes be motorized. In fact, they are very much opposed to that kind of development. My "friends" are the taconite

and paper mill workers that once again would like to take their families to Lac La Croix or Vermilion Trout. My "friends" are the senior citizens and handicapped individuals who once again want more reasonable access to Basswood Lake. My "friends" are the loggers and other small businesses who face increasing restrictions on Saganaga and Seagull Lakes. Even reasonable environmentalists and canoeists aren't opposed to these modest changes we are suggesting.

Unlike 1978, I want to thank you for the opportunity for my "friends" to truly be heard. We need your help. It is only just and right.

Thank you Mr. Chairman:

For the record, Mr. Chairman and committee members, my name is Thomas Bakk. I wish to extend my thanks to you, Mr. Chairman, and to all the committee members who were able to travel to Northern Minnesota for what I hope will be an enjoyable and educational visit.

Mr. Chairman, I am a representative to the Minnesota Legislature. I make my home on Lake Vermilion, near Cook, less than six miles from a portion of the southern boundary of the Boundary Waters Canoe Area Wilderness (BWCAW). All of the area we call the Boundary Waters lies within my legislative district as well as over 90% of the Voyageurs National Park. Today my comments will be primarily focused on the BWCAW, as that is the request of the committee. However, you will find when reviewing other testimony you receive today, much of what I will

have to say for the BWCAW will be similar to testimony you hear with relation to the Voyageurs National Park.

First, Mr. Chairman, let me provide you with a short profile of the BWCAW. The land area is composed of 1,098,057 acres, of which 808,874 is owned by the federal government--about 74%. The State of Minnesota owns about 11%, and the balance is owned by local units of government and private interests. About 15% of the BWCAW is covered by water. The Minnesota Legislature passed legislation this year, which became law on May 11, 1995, in which the state claims jurisdiction over all navigable waters in the state, excluding the upper Mississippi, where previously the state relinquished such jurisdiction to the federal government.

Mr. Chairman, when you consider that the State of Minnesota owns approximately 26% of the land and water area in the BWCAW, it would seem reasonable to conclude that we here in Minnesota should have some meaningful input in the planning and management process with regards to the BWCAW.

To those who would say the people of Northern Minnesota, if given some decision-making authority, would ravage the wilderness, let me assure you that nothing could be farther from the truth. To those who would speak unkindly of the area residents who live in close proximity to the BWCAW, let me remind them that the local people who reside here were responsible stewards of our land long before the word "environmentalist" made its debut.

We who live in Northern Minnesota are the true environmentalists, the people who love the area to the degree that we are willing to make great economic sacrifices for ourselves and our families. Most of us could move from this area and provide a much more prosperous environment for our families, both economically and socially. However, we hang on because of our love of the area and the belief that the recreational opportunities the area can provide far outweigh the economic and social virtues in leaving.

The economy of our area is heavily dependent on natural resources. The timber and mining industries have been our staples since this area was settled in the 1800's. We continually suffer from the cyclical nature of a resource-based economy and our problems are compounded by a federal government who, it

APPEARS, WANTS TO TURN THIS ENTIRE REGION INTO A PLACE TO VISIT RATHER THAN A PLACE IN WHICH A PERSON MIGHT WISH TO LIVE AND RAISE A FAMILY.

SINCE THE PASSAGE OF THE SHIPSTEAD-NEWTON-NOLAN ACT IN 1930, THE FEDERAL GOVERNMENT HAS, TIME AFTER TIME, CHIPPED AWAY AT THE NATURAL RESOURCE BASE OF OUR ECONOMY. MOST RECENTLY, THE ENVIRONMENTAL COMMUNITY HAS FILED LAWSUITS OVER TIMBER SALES OUTSIDE OF THE BWCAW, CONTENDING THE WILDERNESS NEEDS TO BE PROTECTED BY A NO-CUT BUFFER ZONE. IF THEY ARE SUCCESSFUL IN THESE NEW EFFORTS, WE WILL LOSE ANOTHER LARGE PORTION OF OUR NATURAL RESOURCE BASE. THIS CANNOT CONTINUE; IF WE ARE NOT ABLE TO SCRATCH OUT WHAT, FOR MOST OF US, HAS BECOME A SUBSISTENCE LIVING FOR OUR FAMILIES, WE WILL BE FORCED OUT.

In addition to economic concerns over federal land management policies in Northern Minnesota, most people are also concerned about the social benefits associated with our region. Most people who reside here are multi-use activists. We love to canoe, hike, ski, and most of us also have a passion for motorboats and snowmobiles.

The BWCAW has 1,080 lakes; currently motorboat use is allowed on parts of 18 of them. This is minimal and does not affect, in my belief, the integrity of the wilderness. The rationale of allowing motors on portions of a lake and not the balance has no reasonable understanding. Also, we have lakes along our international boundary with Canada in which the Canadians allow motor use on their side of the line, and we do not allow motors. This makes no sense

WHATSOEVER. IN FACT, I BELIEVE THIS COULD BE IN VIOLATION OF THE WEBSTER-ASHBURTON TREATY OF 1842 AND/OR THE ROOT-BRYCE TREATY OF 1909. IF IT IS NOT A VIOLATION IN WORD, A CASE COULD CERTAINLY BE MADE THAT OUR GOVERNMENT'S ACTIONS, ALONG OUR COMMON FRONTIER WITH CANADA, ARE A VIOLATION OF THE SPIRIT IN WHICH THE TREATIES WERE NEGOTIATED. THESE INCONSISTENT REGULATIONS ARE AN ISSUE, I BELIEVE, THE INTERNATIONAL JOINT COMMISSION, ORGANIZED UNDER THE ROOT-BRYCE TREATY OF 1909, SHOULD REVIEW.

MR. CHAIRMAN, I WOULD LIKE TO REQUEST THAT YOU AND YOUR COMMITTEE IMMEDIATELY BEGIN WORK IN DRAFTING LEGISLATION TO MAKE MODIFICATIONS TO PL-95-495. PLEASE CONSIDER THE FOLLOWING FOR INCLUSION IN LEGISLATION INTENDED TO MAKE REASONABLE ADJUSTMENTS OF LAND USE IN THE BWCAW:

PAGE 8

1) REOPEN THE THREE (3) MOTORIZED PORTAGES CLOSED IN 1993. THEY ARE FROM SUCKER LAKE TO BASSWOOD LAKE, FROM FALL LAKE TO BASSWOOD LAKE, AND FROM LAKE VERMILION TO TROUT LAKE.

2) IN ST. LOUIS COUNTY, OPEN TO MOTORS LITTLE TROUT LAKE AND OPEN ALL OF LAC LA CROIX.

IN LAKE COUNTY, OPEN TO MOTORS BIRCH LAKE AND OPEN ALL OF BASSWOOD LAKE AND ALL OF SAGANAGA LAKE.

IN COOK COUNTY, ON SEAGULL LAKE OPEN THE ENTIRE LAKE TO MOTORS AND REMOVE FROM LAW THE REFERENCE TO PHASING OUT OF MOTOR USE. ALSO, IN COOK COUNTY RESTORE MOTOR USE TO BRULE LAKE TO THE CONDITION IT WAS PRIOR TO JANUARY 1, 1994.

3) Develop a snowmobile trail along the international border with Canada, from Crane Lake on the west to South Foul Lake on the east. Also, allow snowmobile use on border and interior lakes where motorized use is allowed during the summer.

4) Reestablish permit quotas at 1978 levels. Currently levels are as much as 40% lower than allowed under the 1978 law.

5) Create a planning and management team comprised of local, state and federal participants who will have a meaningful voice in future planning and management decisions that affect BWCAW. I feel this effort to allow for local and state participation in the decision-making process is essential.

Thank you, Mr. Chairman, for the opportunity to testify before the committee today. I believe my views expressed today are representative of the overwhelming majority of my constituents who reside in Northeastern Minnesota.

WILL MATTSON
TESTIMONY

My name is Will Mattson. I am a St. Louis County Commissioner from Duluth; however, I am testifying as the current chairman of the Northern Counties Land Use Coordinating Board. This is a multi-county joint powers board established in 1993 for the purpose of preparing comprehensive land use plans in the northern third of the state. We recently received funding from the Minnesota legislature for an appropriation of $250,000 to proceed with our land use planning project. We do need, however, a non-state match of $125,000 to obtain the grant monies. I think it is clear that a lot of the land use problems are the result of a lack of comprehensive and coordinated planning efforts among the three levels of government. It may therefore be appropriate, necessary, and timely for Congress to consider directing federal land management agencies to participate with us in this new venture. It seems obvious that the status quo is not working and not acceptable to many of our constituents, and it's also not acceptable to many locally elected officials.

I'd like to describe briefly the make-up of the member counties of the board, so you can understand who we are and some of the problems we face. The counties are extremely diverse, and stretch geographically from the Red River Valley on the North Dakota border to the North Shore of Lake Superior. The mix of land ownership also varies, with some counties having almost all private, and mostly agricultural lands, to counties that have mostly forested lands with up to 90% in public ownership, such as Cook County.

Collectively, the counties represent a diversity of natural resources that include: two national forests, a national park, a national monument, a national wildlife refuge, the headwaters of the Mississippi River, the North Shore of Lake Superior, the largest federally designated wilderness area east of the Mississippi River, 45 lakes and rivers along the international boundary that we share with Canada, rich agricultural lands of the Red River Valley, extensive wetlands and peatlands, several existing and proposed national landmarks, three dozen federal wild and scenic river candidates, a proposed international biosphere reserve, two dozen state forests, several scientific and natural areas, and numerous state and local parks and wildlife management areas. I should also mention that fourteen (14) Minnesota counties administer about 2.7 million acres of land in northern Minnesota.

It's not surprising, then, that with a few exceptions virtually every federal land use statute and program, every state land use statute and program, and therefore every land use issue and problem that exists, exists in this region of the country. And we as elected officials, as well as our staff and our constituents, have to deal with these issues and problems on a daily basis.

It has been literally impossible for local units of government to keep up with the various plans and programs of federal and state management and regulatory agencies. We acknowledge and appreciate the fact that so much of our lands and resources are of national interest and significance. We're proud of that fact. But we

rightfully expect to play a more direct and meaningful role in the disposition of these lands and resources in the future. Our comprehensive planning project is designed to deal with and accomplish that.

I realize the focus of this hearing is primarily directed at just two of our problems. But I also want to mention that counties in northern Minnesota are struggling with wetlands policies and regulations that were originated at the federal level. Over 90% of the lands in some of our counties are classified as one type of wetland or another, and we need wetlands reform that will allow us more flexibility at the local level, so we can develop fair and workable plans. We are beginning this process, but we also need cooperation and assistance at the federal level.

With respect to Voyageurs National Park and the BWCAW, I should mention that 90% of Voyageurs National Park and 33% of the BWCAW lie within St. Louis County, so to the extent that Congress decides that there is a need for county involvement in new management strategies or policies, St. Louis County will be prepared to assist in any way we can. St. Louis County does have a Land Department that has a staff of nearly 50 people with significant expertise. That Department administers approximately 900 thousand (900,000) acres of land, much of it located within the Superior National Forest. We also have good planning and zoning staff. But even with these considerable staff resources, we would not be prepared financially to take on extensive new responsibilities without financial assistance. The last thing we would need as counties is another unfunded mandate.

My county, along with our neighbors Lake County and Cook County, is a party to a lawsuit challenging the management plan for the BWCAW. Our attorney, David Oberstar, who will appear on a later panel, will be able to address any specific questions related to the legal complaint. As I understand it, if the counties prevail in court, the USFS may be directed to prepare a new management plan for the area.

It seems to me that there is already too much litigation and too much confrontation on these issues. Something the committees might consider, is to direct the federal agencies to participate in our new land use planning process. One possibility is that, through that process, new management plans for both the BWCAW and VNP can be developed. This could be a much more efficient and economical way to solve problems and resolve conflict. At least I think it may be worth a try - it doesn't seem like we have a lot to lose.

I can assure you, Mr. Chair, that we are willing to work with your committees and the Congress to seek meaningful change that will be beneficial to our constituents, as well as citizens throughout the rest of the state and the nation.

We will be happy to answer any questions you may have.

Todd Indehar
Conservationists With Common Sense

Testimony before
the House Resource Committee
Subcommittee on National Parks, Forest, and Lands

and

the Senate Energy and Natural Resources Committee
Subcommittee on Parks, Historic Preservation and Recreation

August 18, 1995

Thank you, Mr. Chairman, for the chance to appear today to discuss concerns regarding federal land management of the Boundary Waters Canoe Area Wilderness.

I am chairman of the legislative committee of Conservationists With Common Sense. We represent the interests of outdoor enthusiasts, many who live in the local area and believe in motorized recreation in portions of the Boundary Waters.

I live next to the Boundary Waters and have been canoeing, motoring, hiking, camping, snowshoeing, fishing, and hunting there with my family for twenty years.

It is from these perspectives that I will discuss ideas for the area's future recreational use.

Whenever I enter the Boundary Waters debate, which is often, I am faced with a problem: whatever ideas and suggestions local people or multiple-use advocates offer, our motives are always suspect. Preservationists regard the BWCAW as theirs, off limits to anyone outside their inner circle. This tends to make rational discourse and the search for common ground very difficult.

Thus, I feel compelled today to spend some of my limited time forcefully addressing the non-issue raised by the radical preservationist community that the "wilderness" is somehow under "attack". This type of overheated doomsday rhetoric tends to impede rational discussion of the issue of appropriate motorized recreational use in the BWCAW.

First, I want to be perfectly clear: We are not advocating the rollback of the wilderness in the BWCAW.

Second, we are not asking for changes to the 75% of the 1978 Act that deals with things other than recreational usage.

Third, we are not calling for unlimited multiple-use of the area or anything remotely close.

Rather, we are simply asking for Congress to do two things: to consider small modifications to the Act that will allow for expanded, but still strictly limited motorized recreational usage of the BWCAW; and, to consider making changes to the management structure of the BWCAW to increase the accountability of its managers to the public.

Let me be clear: There is an attack taking place today. Under attack is the notion that a small group of so-called preservationists and their restrictive, exclusionist philosophy really represents the greater public interest. I will argue that the greater public good is served by allowing children,

disabled people, youth groups, and yes, even snowmobilers and motorboat users more open, yet still restricted access to and use of the BWCAW.

The BWCAW is unique. It is the only lakeland based wilderness unit of the National Wilderness Preservation System. To the best of my knowledge it is the only wilderness area in which motorized recreational uses are allowed.

Key political and environmental leaders have always strongly and unequivocally supported the concept of limited motorized recreational usage of the BWCAW. It is false and misleading for anyone to suggest that the BWCAW has ever been anything other than a motorized use area.

In 1964 Senator Hubert H. Humphrey, who is generally credited with being the "father" of the 1964 Federal Wilderness Act said: "Minnesotans who live near the Superior National Forest Roadless Area (previous name of BWCA) will benefit rather than be harmed in any way under the provisions the Wilderness Bill now pending before Congress. The Wilderness Bill will not ban motorboats (emphasis added) from the Superior National Forest and any such claim is just a scarecrow to frighten people. Nothing in this bill would stop present use of motorboats in the Caribou, Little Indian Sioux and Superior roadless areas of northern Minnesota."

According to the 1964 Congressional Record, when the issue of special exceptions for limited multiple recreational use in the BWCA arose before Congress, some members questioned their inclusion. Senator Clinton Anderson responded by saying: "Well, I think, Mr. Secretary, that certain promises were made in this area...and this committee, as I understand it, wants to keep the promises...Senator Humphrey came to our committee and made a very eloquent plea that we live up to the commitments in the acts governing that Minnesota area...The promises we made will be kept." (emphasis added).

In 1977 Senator Frank Church, who was considered one of the top conservation legislators in country said: "If any Senator were singled out, it is Hubert Humphrey who deserves the credit for being the father of the Wilderness System. If the Congress had intended that wilderness be administered in so stringent a manner, we would never have written the law as we did... We wouldn't have provided for the continuation of nonconforming uses where they were established - including the use of motorboats in part of the Boundary Water Canoe Area (emphasis added)...In summary, if purity is to be an issue in the management of wilderness, let it focus on preserving the natural integrity of the wilderness environment and to needless restriction of facilities necessary to protect the area while providing for human use and enjoyment."

The famed preservationist Sigurd Olson who lived in Ely, Minnesota was one of the strongest advocates for wilderness designation of the BWCA. He also made it clear that he considered multiple uses of the BWCA to be a priority. At hearings on the 1964 Wilderness Bill he said: "Adjustments have been made for many different types of uses. Typical of the thoughtful consideration for special areas have been the studies of the bill with respect to the Boundary Waters Canoe Area of the Superior National Forest, near my home. The language now states: The management of the Boundary Waters Canoe Area shall be in accordance with regulations established by the Secretary of Agriculture...Nothing in this act shall preclude the continuance within the area of already established use of motorboats (emphasis added)...We now feel that nothing has been overlooked that might lead to misunderstanding."

Unfortunately, some preservationists and some officials in all branches of the federal government have never fully accepted the agreements or lived up to the promises that were made. They have consistently moved towards greater restrictions on uses of the area. It seems as if the changes never stop.

However, we do have an idea where they are going. Literature from the militant preservationist group Friends of the Boundary Waters Wilderness provides us with a glimpse of their ultimate plans. These plans call for a vast expansion in both the amount of land under political wilderness designation and restrictions on use of existing wilderness areas.

Recently they endorsed the radical and violent EarthFirst! founder David Foreman's call for placing millions of acres of federally controlled land under wilderness designation. Foreman is one of the founders of the "WILDLANDS PROJECT". His radical proposal would transform and reorganize Western Civilization - especially our economic, social and religious institutions into wilderness reserves of up to 25 million acres each. The project recommends that at least half of the land area of the 48 states be included in core wilderness reserves and inner corridor zones within the next few decades.

This is the kind of environmental extremism that we are opposed too and I have to believe that the greater public will be opposed to the ideas of Mr. Foreman and his supporters as well.

There are two primary problems, both intertwined, that need to be resolved before the seemingly endless cycle of conflict over the BWCAW will end.

First, the 1978 BWCA Wilderness Act, Public Law 95-495, must be reformed. Few places generate the kind of controversy that the Boundary Waters does. One necessary step towards reducing the level of conflict is to rectify the injustices suffered by local people and multiple-use recreationists.

Second, U.S. Forest Service management of the Boundary Waters must be reformed. The current command and control, top down management structure just hasn't worked. Compounding this is the corrosive influence the estimated five billion dollar a year environmental lobby exerts over federal land management policy.

The 1978 law destroyed many people's recreational customs and traditions. It inflicted severe social and psychological costs. Traditional snowmobiling, hunting and fishing areas were placed off limits. People who for generations had toiled to scratch out a living from this harsh land were denied one of the area's few benefits: their outdoor recreational heritage.

Family resorts, homes and hunting shacks - many built by the backbreaking labor of their owners - were bought, dragged on the ice, burned, and left to sink. People's legacies and dreams were torched in the name of "wilderness". To this day many cannot bring themselves to visit their old homesteads.

Local people then, as now, were painted as savages, despoilers of the environment. A recent editorial in both major Twin Cities newspapers described locals and motor users with words such as "real pigs", "brutal to the environment", "lazy and wasteful", "violate(rs) of the common will", "obnoxious", and "defilers of the wilderness".

As historian Lynn Laitala noted "There are words, like sexism and racism that describe other kinds of prejudice that destroy the humanity of their victims. There is not yet a term for the dehumanizing assault we locals experienced. The shock and horror of living in Ely in 1978 was discovering how easily on group can wipe out the humanity of another." Little has changed since 1978 in this regard.

Locals and motor users weren't the only victims. The First Nation band of Indians in Ontario pleaded with the preservationists and their congressional allies to be allowed to continue using motors to guide fisherman on the American side of giant Lac La Croix since this was their only means of survival. The American side of Lac La Croix is well protected from heavy winds and is where most of the good fishing can be found. Even though Ontario had no restrictions on motor use, their pleas were ignored and we callously imposed total non-motorized wilderness on our side.

The results? The Forest Service and Indians both began carrying guns and issuing threats. The Forest Service illegally abducted a Lac La Croix band member and ended up dumping him, penniless on the streets of Duluth to find his way 200 miles home after deciding they didn't have a case.

This year, over the protests of the same preservationists who excluded the Indians to begin with, Ontario opened one third of Quetico Provincial park to motor use by the band. Float planes, speedboats and motor-canoes now ply much of the international border waters of the BWCAW making a mockery of the idea that a non-motorized wilderness area remains on the border.

We locals tried to adapt. But the rules began changing again, as they always had. First came the closure of the motorized portages which connected one motorized lake to another. This vicious action was precipitated by a poorly written section of the Public Law 95-495, exploited by preservationists such as the Friends of the Boundary Waters Wilderness, Izaak Walton League, Sierra Club, Wilderness Inquiry, Wilderness Watch, Wilderness Society, MPIRG and Defenders of Wildlife and assisted by the Forest Service and federal courts. Many people were negatively impacted by the decision but especially hard hit were women, elderly and disabled persons, and families. Now the portages are traversed only by sled dog teams, gangs of young men working like dogs, or no one at all.

The rules changed again with the new BWCAW management plan which was unveiled after months of alleged "public input". I say alleged because even on issues where consensus had been reached by a diverse group of participants, in many cases it was ignored by the Forest Service. What little public trust the Forest Service had was destroyed completely.

The plan significantly reduced the number of entry permits, and closed hundreds of campsites, entry points and hiking trails. The maximum group size was to be cut by 40%, which would have eliminated Scouts, church groups and families. Changes too numerous and arcane to cover here reduced visitor access and use in one way or another. Not surprisingly, most of the significant visitor use restrictions proposed by the Forest Service were identical to ones promoted by the radical preservationist group Friends of the Boundary Waters Wilderness.

We were told by preservationists at Forest Service public input meetings that Girl Scouts singing at night around a campfire interfered with "wilderness solitude" and that a group of five canoes on a lake constituted "visual pollution".

Citizens have been harassed by the Forest Service for flying the American flag because it was "against the wilderness concept".

The entire permit system is a fiasco. Finding a permit to enter the BWCAW this year has been virtually impossible due to quota cuts and a new Forest Service policy regarding parties who fail to use their permit. Even though up to 40% of the people with reservations have not been showing up the Forest Service will not make those permits available to the public.

The reservation system has serious flaws in both design and implementation. The most significant design flaw is that it is well known and documented that many people make a BWCAW reservation with no intention of ever using it, considering their nine dollars well spent as a means of "saving wilderness". The Forest Service has long been aware of this situation but has failed to address it. One unfortunate result is that many people are denied access to the BWCAW.

Another Forest Service practice has led to further restrictions on visitor access. By reducing maintenance of campsites and trails in the mid-1980's this neglect, purposeful or otherwise, led to resource damage. This in turn fueled cries of "over-use" and served as a pretext for further reductions in visitor use.

We have done everything we could do to work within the system for change. We have faithfully participated in public input activities. We administratively appealed aspects of the most recent BWCAW management plan. We now have a legal action pending in federal court against the Forest Service.

We even participated in Vice-President Gore's National Performance Review of the Forest Service by submitting written comments and attending the Town Hall meeting in St. Paul, Minnesota in the summer of 1994. After the meeting we had the chance to talk to Forest Service Chief Jack Ward Thomas. We offered our help in resolving issues surrounding the Boundary Waters management plan only to have him say "Son, let me tell you where the rubber meets the road - I'll never need your help for anything", whereupon he turned his back and abruptly departed!

This is the same Jack Ward Thomas who is pictured in a recent newsletter of the Friends of the Waters Wilderness embracing their full-time salaried executive director. The bias is obvious, the arrogance, simply astounding.

This arrogance and bias which starts at the top and filters down, combined with the attitudes and influence of the modern political environmentalists, permeates the Forest Service and has led them to act as if they are above the law.

There is little or no control over the people who make the rules on how we recreate in the Boundary Waters. Even our Congressman and Senators appear to be largely impotent against the combined forces of the Forest Service bureaucracy and the special interest groups which dominate it.

Over 150 years ago Alexis de Tocqueville cautioned us against such administrative despotism: "It covers the surface of society with a network of small complicated rules, minute and uniform, through which the most original minds and the most energetic characters cannot penetrate, to rise above the crowd. The will of man is not

shattered, but softened, bent, guided; men are seldom forced by it to act, but they are constantly restrained from acting: such a power does not destroy, but it prevents existence; it does not tyrannize, but it compresses, extinguishes, and stupefies a people, till each nation is reduced to be nothing better than a flock of timid and industrious animals, of which the government is the shepherd."

This deplorable situation shows the need for reform of both Public Law 95-495 and the U.S. Forest Service management of the area. We respectfully ask you to consider these suggested reforms as you search for solutions to the challenges facing us:

(1) Re-open the motorized truck portages.

(2) Re-open and retain certain lakes, including those on the international border lakes from Lac La Croix to Saganaga to limited motor use.

(3) Stabilize the quota system so local residents and visitors have reasonable access to the BWCA. Further, direct that a new system of managing permit reservations be implemented that is fair and equitable to all users.

(4) Clarify Congressional intent in a number of technical areas involving definitions of certain words and phrases.

(5) Allow winter snowmobile usage on all lakes that are open to motors in summer.

(6) Make the Forest Service accountable by devising a BWCAW management planning and implementation structure that will allow for a true local, state and federal government management partnership. Further, if needed, appropriate such funds as necessary to assist local and state governments in fulfilling their roles in such a partnership arrangement.

It should be perfectly clear that these limited reforms will not alter the quality of the BWCAW's natural environment nor the wilderness experience of most visitors. These modest revisions do not constitute an "attack" on the environment, rather they simply fine-tune the balance of competing interests while still protecting the integrity of the natural qualities we all care so deeply about.

None of these improvements introduce any new recreational uses that haven't been previously allowed. We understand that some wilderness user groups have a low level of tolerance towards other groups, and our suggestions try to respect their need for an area for only themselves. Thus, the vast interior areas of the BWCAW will remain open only to non-motorized users. The periphery lakes would continue, on a modestly expanded basis, to accommodate traditional motorized uses.

Some wilderness purists will cry foul and exclaim that it is doomsday for their BWCAW. Even though none of them will lose their jobs, homes, recreational rights or ways of life as we did when they brutally installed their program back in 1978, we feel their pain.

To them we say there is always hope, because it was not so long ago that paddlers and motor users coexisted in harmony, swapping stories, food and drink around northwoods campfires. Something sad happened over the years which changed that, but tolerance can be re-learned. Perhaps someday we will look back at today's proceedings and mark them as the beginning of the return of mutual respect and toleration in the border country. Many of us desperately long for those days to return.

Finally, by getting our house in order on the international border we will be taking the first step towards mending relations with Ontario and the Lac La Croix band.

It is clear that central planning hasn't worked any better in the BWCAW than anywhere else in the world. Now is the time to think innovatively, to break the bonds of the old way of thinking and to try bold new approaches to public land management.

On behalf of the men and women who toil in the mines, plants, and forests; the families who love wilderness; the children who visit the BWCAW with their church and youth groups; the disabled veterans; and, many others, we strongly urge you to preserve both the special natural qualities of the Boundary Waters
and the recreational heritage of those who have for so long been its true stewards.

Thank you.

August 15, 1995

Testimony by Bruce Kerfoot at the International Falls Sub-Committee hearing.

Thank you for the opportunity to present testimony before your committees today. I am a native son of the Boundary Waters country as our family came to the area 3 generations ago, and I have just finished 4 years as President of the National Association of Canoe Liveries and Outfitters. Our family has owned a resort and an outfitting business in the area for 68 years.

The BWCAW is a large beautiful wilderness area we should all be proud of, but it has been a troubled area since its inclusion in the national wilderness system. It has been a case study for resource and management conflict---buffeted between the desires of well organized and strongly opinionated environmental groups, the involved communities of Northeastern Minnesota, the individual users of the area, the outfitting industry, the USFS and the politicians. It is amazing the BWCAW has survived considering this classic mix of "far too many cooks".

Last Sunday the New York Times carried a book review--"Uncommon Ground: Toward Reinventing Nature". by William Cronon, Professor at the University of Wisconsin at Madison. A well written sentence from that book sums up much of the problem we are addressing today. I quote- "The dream of an unworked natural landscape is very

much the fantasy of people who have never themselves had to work the land to make a living - urban folk for whom food comes from a supermarket or a restaurant instead of a field, and for whom the wooden houses in which they live and work apparently have no meaningful connection to the forests in which trees grow and die."

As we all know, the 1987 BWCAW legislation is supposed to be the basis for the management of the area. Many representatives and senators were involved in that very difficult legislation. Representatives Oberstar and Vento are with us today as they were 20 years ago. The legislation was the best that everyone could come up with even though it left problems and had rough edges.

The major tenent of that legislation was use based on physical resource capacity - the carrying capacity of our lands and waters, while still preserving and protecting. Many groups have not been willing to live with that legislation. **These environmental groups have changed their argument to one of social capacity, rather than resource capacity.** They have used this argument to distort and change the intent of the 1987 legislation. They have intimidated the USFS with lawsuits and appeals, generating policy changes more to their liking. Some examples of this: A policy that prohibits pontoon boats on motorized lakes (this restricts the handicapped and families with young children), the reduction of motorized permits, the reduction in party size to chase out youth groups and scouts, the closing of motorized portages, and the elimination of water craft with sails.

My mother, Justine Kerfoot, a pioneer of the area, shakes her head and muses--"how is it that the users that have the most significant impact on the wilderness resource get a priority use over others". A study commissioned in the 1980's by the environmental community showed that canoeists had the most impact on the wilderness and the snowmobilers had the least. It was interesting to see how fast that study was hidden. Dog sledding also has a major resource impact, although winter recreation still involves very few people.

The USFS has made change after change in their management plans that have taken a course further and further away from the intent of the 1987 legislation. The USFS has found ways to reinterpret the legislation and make changes as they please. This includes changing word definitions, changing quota levels without any field study of campsite occupancy levels, refusing to solve a major problem with "No Shows" (permits reserved but not picked up--which in some instances runs as high as 40%), and refusing to honor NEPA requirements regarding economic impacts. This all comes on top of the fact that the USFS does not have a clue on how many people actually use the BWCAW. They often count 'No Shows' as warm bodies and they do not have any idea of how many people actually appear to use a permit (which often is less than the estimated number given when the permit was reserved).

The USFS has ZERO credibility in northern Minnesota. The people do not trust them and refer to them as the "Forest Circus". Personally,

in the Gunflint area, we are coming off some tough years, but we are blessed with a new district ranger, Jo Barnier, who is doing a great job. She could do even better if the Supervisor's office allowed her to -- we need many more like her.

The extreme to which some of the Forest Service personnel go is this example. We had two canoe parties pass each other on a portage--each with less than 10 people. They were going in opposite directions and did not know each other. Two of the kids quickly figured out that by trading their canoes at opposite ends of the portage they could save the effort of packing their canoe across. A USFS officer ticketed them for becoming a party of over 10 because of this. This citation cost them $150.00 or a trip from Milwaukee to Duluth later in the year to plead their case in federal court. There is no rule that this is wrong, but the District Ranger refused to deal with a review. He would not answer a written complaint for months.

Deviation from the 1987 legislation and horror stories puts the credibility of Congress and the USFS on the line. It is yet another example of why the average people of the United States are telling Congress they will not allow this to be the way it works. The 1987 legislation is the "law of the land" so to speak. The present management plan does not conform with this legislation. This hearing in International Falls acknowledges that the message is getting through. It is not about wilderness preservation, it is about credibility. We are all committed to seeing that our resource is

protected, but we must honor our laws and commitments to each other.

Congress has given the USFS many tools to use in the management of a wilderness area. Three primary tools are: 1. education of the user, 2. the distribution of visitors and 3. restriction on the number of people allowed to visit. It is our perspective to use education and distribution first, as a great deal can be accomplished to assure quality recreation. Restriction should be used as a last resort. Unfortunately the USFS has reversed that process, using restriction as a primary management tool and giving only a superficial effort to education and user distribution.

This current review, with pending new legislation related to the BWCAW, is desperately needed to:

1. Allow year around recreational users to visit the area consistent with the use levels established with the 1987 legislation.
2. Correct multiple-use abnormalities on our "half breed" lakes around the perimeter of the wilderness.
3. Correct new word definitions that have been dreamed up that have cheated recreational users and businesses.
4. Acknowledge and deal with the economic impact study commissioned by the USFS last year, even though it was illegally restricted in scope, that spoke to the new management plan. That study finds that the consequences of the recent management changes threaten the very foundation

of the economic survival of the outfitting industry and the economic health of the neighboring communities in northeastern Minnesota.

The credibility of Congress and the reputation of the USFS can be repaired (to some extent) by making legislative reaffirmations and policy corrections that preserve the integrity of the wilderness while still allowing for reasonable recreation for the majority of the users Components of this need include:

1. Manage perimeter lakes (our half breed lakes) as one entity with one rule, I.e.: an entire lake with a 10 hp. or a 25 hp. limit, not rules splitting lakes with unmarked lines between motorized and unmotorized zones.
2 Allow motorized use in the winter (up to the first portage) on motorized lakes.
3. Honor the intent of the 1987 legislation on the perimeter "chain of lakes" that have remained motorized, but are threatened by the actions of environmental groups.
4. Honor the intent of the legislation in allowing for motorized use levels to remain at the average use level of the benchmark years of 1985-86-87.
5. Honor the common definition of the word "guest" as was the intent of the legislation and that has been used by the USFS until this year.
6. Honor our international obligations by allowing open and unrestricted travel to and from Canada.

7. Somehow assure recreational users that the USFS will be accountable for "No Shows" when they establish their quotas for use levels, without Congressional micro management.

Your committees represented here today, along with support from Congress, are in a position to get the BWCAW functioning properly - consistent with past promises, correcting anomalies, assuring reasonable use by the majority of the people and supporting the economic stability of northeastern Minnesota. It is time to address the needs of the majority of the users, not the opinionated minority who want the wilderness to themselves.

Thank You,

Bruce Kerfoot
750 Gunflint Trail
Grand Marais, MN 55604

The Honorable James V Hansen
Chairman
Subcommittee on National Parks, Forests & Lands
812 O Neill HOB
Washington DC 20515

Dear Mr Chairman

Thank you for inviting my testimony on the management of recreational use and public access at the Boundary Waters Canoe Area Wilderness (B W C A Wilderness), within the Superior National Forest

I am the owner operator of Sawbill Canoe Outfitters, Inc located on the southern edge of the B W C A Wilderness I am past president of the Lutsen-Tofte Tourism Association, a current member of the advisory board for the Tourism Center at the University of Minnesota and a past member of the Governor's Task Force On Sustainable Development

As a resident and business person living on the edge of the B W C A Wilderness, I urge you to not degrade the wilderness protection of the B W C A Wilderness. The interests of the region and the nation are best served by strict protection and conservation of this precious resource

The Boundary Waters Canoe Area Wilderness is a crucial part of the northeastern Minnesota economy Its wilderness status and non-motorized nature are the icons of unspoiled nature that drive the tourism economy

My own business relies completely on non-motorized use of the wilderness. We have experienced steady growth for the last twenty years. Last year, when the number of overnight travel permits was reduced by thirty percent, our gross income fell only one half of one percent, but our profits were up We are enjoying a record season this year. Our customers come from all fifty states and a dozen foreign countries.

Direct recreational use of the B W C A Wilderness has grown steadily since the passage of the 1964 Wilderness Act and the subsequent strengthening of wilderness protections. Tourism in the region surrounding the B W C A Wilderness has grown even faster, providing stability and sustainability to an historically unstable economy This year, the communities of Grand Marais, Lutsen-Tofte-Schroeder, and Ely are enjoying unprecedented growth in tourism.

The B W C A Wilderness creates a sustainable economy. Careful wilderness management guarantees an economic engine that, although modest, is sustainable for the indefinite future.

Wilderness is valuable for its own sake. The opportunities for solitude, spiritual renewal, peace and quiet, wildlife, scenery, and self reliance are valid. Preservation of biodiversity, scientific study of undisturbed ecosystems, and conservation of presettlement land conditions are vital to our nation's future.

I respectfully invite anyone who doubts the value of wilderness protection, to visit the B W C A Wilderness Paddle quietly across a lake to the accompaniment of loons and wolves, or stand on a frozen lake where the loudest sound is your own heartbeat. These priceless moments are the best testimony you could receive

Thank you again for this opportunity

Respectfully,

William F Hansen

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TO: SUBCOMMITTEE ON NATIONAL PARKS, FORESTS & LANDS
CONGRESS OF THE UNITED STATES

FR: PAUL SCHURKE, ELY, MINNESOTA

RE: CITIZEN TESTIMONY TO BE PRESENTED AT CONGRESSIONAL FIELD HEARINGS IN INTERNATIONAL FALLS ON AUGUST 18

ATTN: THE FOLLOWING TESTIMONY IS PRESENTED ON MY OWN BEHALF. I AM NOT A SPOKESPERSON FOR, OR SPEAKING ON BEHALF OF, ANY INTEREST GROUPS --ENVIRONMENTAL OR OTHERWISE

SENATORS, CONGRESSMEN, FELLOW CITIZENS,

THANK YOU FOR THIS OPPORTUNITY TO SHARE MY PERSPECTIVE. I AM VERY HONORED TO HAVE BEEN INVITED TO SPEAK HERE TODAY.

MY WIFE SUSAN & I AND OUR 3 YOUNG CHILDREN LIVE JUST OUTSIDE OF ELY. WE HAVE BUILT TWO BUSINESSES IN THE AREA, ONE CALLED WINTERGREEN NORTHWOODS APPAREL THAT EMPLOYS 30 PEOPLE AND PRODUCES A LINE OF OUTDOOR CLOTHING IN ELY. THE OTHER, WINTERGREEN DOGSLEDDING LODGE, SEASONALLY EMPLOYS 10 PEOPLE FOR WINTER OUTFITTING.

SINCE 1977 I HAVE SERVED AS A SKILLS INSTRUCTOR AND WILDERNESS GUIDE FOR A NUMBER OF BWCA PROGRAMS AND BUSINESSES. DURING THAT TIME I HAVE TRAVELED THE BOUNDARY WATERS WITH THOUSANDS OF PEOPLE. AND DURING THAT TIME HERE IN ELY I'VE HEARD MANY ARGUMENTS AS TO WHY WE SHOULD ROLL-BACK WILDERNESS PROTECTION FOR THE BOUNDARY WATERS. PLEASE ALLOW ME TO SHARE MY RESPONSES TO THE THREE ARGUMENTS THAT COME UP MOST OFTEN.

THE FIRST CONTENDS THAT MOTORS ARE NECESSARY TO MEET THE WILDERNESS NEEDS OF THE DISABLED AND THE ELDERLY. I BELIEVE AS FIRMLY AS ANYONE THAT THE REWARDS OF A WILDERNESS EXPERIENCE SHOULD BE MADE AVAILABLE TO EVERYBODY, REGARDLESS OF THEIR PHYSICAL LIMITATIONS. IN FACT, I HAVE TRAVELED THE BOUNDARY WATERS BY DOGSLED AND CANOE WITH HUNDREDS OF PEOPLE WHO ARE DISABLED OR ELDERLY, PEOPLE WHO ARE BLIND, PEOPLE FROM AGES 8 MONTHS TO OVER 80 YEARS, PEOPLE WHO NEGOTIATE PORTAGES WITH WHEELCHAIRS OR LEG BRACES, PEOPLE WHO PADDLE JUST FINE WITH ONE ARM AND PEOPLE WHO HAVE NO USE OF THEIR LIMBS WHATSOVER. BUT I ASSURE YOU THESE COMPANIONS SAVORED THE WILDERNESS EXPERIENCE JUST THE SAME AS I AND THEY THOROUGHLY REJECT AS PATRONIZING AND CONDESCENDING THE ARGUMENT THAT THEY NEED MOTORS. LET'S NOT STEREOTYPE AND EXPLOIT THE DISABLED & ELDERLY BY ASSUMING THAT THEY NEED OR WANT SPECIAL ACCOMODATIONS.

I LEARNED THAT LESSON WELL MANY YEARS AGO WHEN A WOMAN PHONED ME TO INQUIRE ABOUT PARTICIPATING IN ONE OF OUR BOUNDARY WATERS DOGSLED CAMPING TRIPS. SHE WAS NEARLY 80 AND EXPLAINED THAT SHE HAD EMIGRATED

FROM RUSSIA TO MINNEAPOLIS SEVERAL YEARS BACK. BECAUSE SHE SOUNDED SOMEWHAT FRAIL, I RESPONDED CAUTIOUSLY, SUGGESTING THAT "WELL GEEZ, MA'M, MAYBE YOU'D BE BETTER OFF JUST GOING ON A DOGSLED DAY TRIP." SHE SAID, "LISTEN SONNY, I SURVIVED THE SIEGE OF LENINGRAD IN 1942 WHEN WE BURNED THE CUPBOARDS IN OUR HOME TO KEEP FROM FREEZING TO DEATH AND WENT FOR WEEKS WITHOUT FOOD. I THINK I CAN HANDLE YOUR LITTLE DOGSLED TRIP JUST FINE." AND SHE DID.

THE SECOND ARGUMENT THAT IS OFTEN HEARD IS THAT WE NEED TO ROLL BACK WILDERNESS PROTECTION FOR THE SAKE OF THE LOCAL ECONOMY. WELL, I BET THE FOLKS MAKING THAT ARGUMENT ARE LONGING FOR THE GOOD OLD DAYS WHEN ELY'S ECONOMY WAS FALTERING AND THEIR ARGUMENT MIGHT HAVE HAD SOME CREDIBILITY. BUT IT DOESN'T ANY MORE.

OUR TOWN, ELY, IS ON A ROLL. IN THE PAST YEAR, MORE THAN 20 NEW BUSINESSES HAVE OPENED. IN 1994, 157 BUILDING PERMITS TOTALING $5 MILLION IN PROPERTY IMPROVEMENTS WERE ISSUED. AMONG THESE ARE 3 NEW LODGING FACILITIES AND 27 OTHER NONRESIDENTIAL PROPERTIES. AND OUR CHAMBER REPORTS THAT INQUIRIES ABOUT THE AREA HAVE INCREASED OVER 200% SINCE 1991.

OUR CHAMBER OF COMMERCE HAS DONE A GREAT JOB PROMOTING OUR HUNDREDS OF LAKES & MILES OF TRAILS FOR MOTORBOATS & SNOWMOBILES. THAT, IN PART, ACCOUNTS FOR A LEVEL OF PROSPERITY OUR TOWN HASN'T SEEN IN 40 YEARS. BUT AMERICA'S VACATION LANDS ARE REPLETE WITH PLACES FOR BOATING AND SNOWMOBILING. THERE ARE COUNTLESS TOWNS CLAMORING FOR VISITORS WITH PROMOTIONAL BUDGETS MUCH BIGGER THAN ELY'S. AS A BUSINESSMAN I KNOW THAT WHETHER YOU'RE A SMALL BUSINESS OR A SMALL TOWN, TO MAKE IT IN TODAYS FIERCELY COMPETITIVE MARKETPLACE YOU'VE GOT TO HAVE AN EDGE THAT SETS YOUR PRODUCT APART FROM THE REST OF THE PACK. IF IT WAS JUST PRETTY LAKES & TRAILS THEY WANTED, THESE VACATIONERS WOULD STOP AT BRAINERD, BEMIDJI OR GRAND RAPIDS. BUT THEY'RE NOT. THEY'RE COMING ALL THE WAY UP HERE.

WHY? BECAUSE WE'VE GOT A MARKETING EDGE. THERE'S ONLY ONE VACATION TOWN IN AMERICA THAT IS THE "CANOE COUNTRY CAPITOL." THERE'S ONLY ONE THAT SERVES AS THE PRINCIPLE GATEWAY TO THE LARGEST WILDERNESS WITHOUT MOTORS FOUND NORTH OF THE EVERGLADES OR EAST OF THE ROCKIES. MOTORIZED LAKES ARE A DIME A DOZEN. BUT A WILDERNESS WITHOUT MOTORS IS A RARE & PRECIOUS COMMODITY. THAT'S THE MARKETING EDGE THAT DRAWS THE SOME 200,000 LUCKY SOULS HERE EACH SEASON WHO ARE ABLE TO LAY CLAIM TO A BOUNDARY WATERS PERMIT, ANOTHER INCREASINGLY RARE AND PRECIOUS COMMODITY. AND WE KNOW WHERE THE SENTIMENTS OF THESE VISITORS LIE. FOR EXAMPLE, ONE MAJOR OUTFITTER IN ELY HAS ESTIMATED THAT, BASED ON DIRECT TALKS WITH THEIR CUSTOMERS, FULLY 90% OF THEIR CLIENTS WOULD LOOK ELSEWHERE FOR THEIR ADVENTURE TRAVEL SHOULD THE BOUNDARY WATERS BECOME SOMETHING LESS THAN A TRUE WILDERNESS. AS FURTHER EVIDENCE OF THAT CONCERN, THIS OUTFITTER POINTS OUT THAT THIS YEAR MANY OF HIS CUSTOMERS ARE AVOIDING THE LAKES IN CANADA'S QUETICO PARK THAT WERE RECENTLY OPENED TO FLY-IN MOTORIZED FISHING.

3

WELL, WHAT ABOUT THE THOUSANDS OF PEOPLE WHO TRY BUT DON'T GET ONE OF THOSE PRECIOUS PERMITS? SHOULDN'T WE RELAX WILDERNESS RESTRICTIONS SO MORE OF THOSE PEOPLE CAN GET IN THERE? I DON'T THINK THE OPPOSITION WOULD DO WELL TO ADVANCE THAT ARGUMENT BECAUSE THAT JUST UNDERSCORES THE MARKET DEMANDS FOR MORE --NOT LESS– WILDERNESS WITHOUT MOTORS.

AND WHAT ABOUT ALL THE PEOPLE WHO DON'T WANT TO VISIT THE WILDERNESS BY CANOE OR DOGSLED? WELL, THEY ARE CLEARLY NOT FEELING SHUT OUT BECAUSE THEY KEEP COMING UP HERE IN EVER GREATER NUMBERS. CONSIDER THE FACT THAT BOUNDARY WATERS-AREA TOURISM HAS BEEN THE FASTEST GROWING TOURISM SECTOR IN THE MIDWEST FOR SEVERAL YEARS RUNNING. CONSIDER THE PHENOMENAL SUCCESS OF ELY'S INTERNATIONAL WOLF CENTER WHICH HOSTED NEARLY 50,000 VISITORS LAST YEAR AND IS PROJECTING OVER 60,000 THIS YEAR. CONSIDER THAT 30,000 PEOPLE ATTENDED ELY'S BLUEBERRY ARTS FESTIVAL THIS SUMMER, UP FROM 25,000 LAST YEAR. CLEARLY, THE 1,000 LAKES IN SUPERIOR NATIONAL FOREST WHERE MOTORS ARE ALLLOWED ARE SERVING THE NEEDS OF THESE VACATIONERS JUST FINE. AND CLEARLY OUR MARKETING EDGE -- OUR ASSOCIATION WITH WILDERNESS AND ALSO WITH WOLVES -- KEEPS DRAWING VISITORS UP HERE.

IT'S SADLY IRONIC TO REALIZE THAT THESE TWO COMMODITIES, WILDERNESS & WOLVES, WERE ONCE FEARED BUT ARE NOW CONSIDERED EXCEEDINGLY PRECIOUS BY ALL BUT THOSE CLOSEST TO THEM. AND IT'S SADLY IRONIC THAT PEOPLE IN OUR COMMUNITY ARE SEEKING TO DIMINISH THE BOUNDARY WATERS WHEN OUR ASSOCIATION WITH IT HAS FOUND US POISED ON THE CUTTING EDGE OF TWO OF THE WORLD'S FASTEST GROWING INDUSTRIES -- ADVENTURE TRAVEL & NATURE TOURISM. WILDERNESS IS A RESOURCE MORE PRECIOUS THAN IRON ORE, COPPER, SILVER OR GOLD BECAUSE IT'S SELF-SUSTAINING AND WILL NEVER DEPLETE, UNLESS WE DISMANTLE IT OR EVEN WHITTLE AWAY AT IT. WILDERNESS IS OUR GOLDEN GOOSE? WHY DISMEMBER IT? WHY REOPEN THE UGLY WOUNDS OF 1978, WHICH WITNESSED THE MOST DIVISIVE NATIONAL LEGISLATIVE BATTLE IN MINNESOTA'S HISTORY? THE BOUNDARY WATERS IS WORKING JUST FINE. LET'S JUST LEAVE IT ALONE. LIKE MY GRANDFATHER ALWAYS SAID, "IF IT AIN'T BROKE, DON'T FIX IT."

FINALLY, THE THIRD ARGUMENT THAT IS MOST OFTEN VOICED ABOUT THE NEED TO ROLL BACK WILDERNESS RESTRICTIONS CONCERNS PERSONAL RIGHTS. ONE FORM THIS ARGUMENT TAKES IS THAT BECAUSE OUR FOREBEARS SETTLED, MINED AND LOGGED THIS LAND, THOSE OF US WHO FOLLOWED SHOULD BE ABLE TO DO WITH IT WHAT WE PLEASE. WELL, MY GRANDFATHER WAS A LOGGER UP HERE AND NOWHERE IN HIS PERSONAL EFFECTS HAVE I BEEN ABLE TO FIND A DEED TO THE BOUNDARY WATERS, SO I'VE GIVEN UP MY HOPE OF STAKING A CLAIM ALONG THAT LINE OF REASONING AND I HOPE OTHERS WILL TOO.

A RELATED ARGUMENT THAT IS CURRENTLY BEING VOICED VERY LOUDLY APPEALS TO THE GRASSROOTS POPULIST SENTIMENT THAT WE SHOULD RETURN PUBLIC LAND TO THE LOCAL PEOPLE WHO KNOW BEST HOW TO MANAGE IT. ALL RIGHT, LET'S GET BIG GOVERNMENT OFF THE BACKS OF US LITTLE PEOPLE. LET'S TAKE OUR LAND BACK. BUT JUST WHAT DO WE PROPOSE DOING WITH IT? AND HOW DOES ANYONE PROPOSE RAISING THE $2.2 MILLION ANNUALLY THAT'S CURRENTLY PUMPED INTO OUR REGION BY THE FEDERAL GOVERNMENT FOR WILDERNESS

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MANAGEMENT? DO WE THINK THE STATE IS GOING TO COUGH UP THAT KIND OF CASH? DO WE THINK THE COUNTIES HAVE A SPECIAL SLUSH FUND FOR THAT CONTINGENCY? OR ARE WE JUST GOING TO RAISE IT THROUGH CAR WASHES AND BAKE SALES? IF SOMEONE OUT THERE CAN OFFER A DETAILED ALTERNATIVE MANAGEMENT PLAN AND AN ALTERNATE FUNDING SOURCE FOR A $2.2 MILLION MANAGEMENT BUDGET, I'LL BE HAPPY TO CONSIDER THEIR PROPOSAL. BUT AS A LOCAL PERSON I BEST SAY RIGHT UP FRONT THAT I'VE GOT NO TIME TO VOLUNTARILY HELP MANAGE THIS LAND. I'M TOO BUSY RAISING A FAMILY AND RUNNING A GROWING BUSINESS.

I'M VERY SYMPATHETIC TO POPULIST CAUSES BUT I'M EXTREMELY CONCERNED ABOUT THE AGITATOR NOW ROOTED IN OUR REGION THAT'S BEHIND THIS SPURIOUS LINE OF REASONING, AND THAT IS THE SO-CALLED "WISE USE MOVEMENT" WHICH SUPPORTS THE GREATER NORTHLAND COALITION HERE IN INTERNATIONAL FALLS AND CONSERVATIONISTS WITH COMMON SENSE IN ELY. DO PEOPLE IN ELY KNOW THAT "WISE USE" IS A MOVEMENT FUNDED LARGELY BY MULTI-NATIONAL OIL & MINING COMPANIES THAT DISGUISES ITS STATED GOAL OF "OPENING ALL PUBLIC LANDS TO MINERAL & ENERGY PRODUCTION" BY ALIGNING ITSELF WITH GRASSROOTS POPULIST EFFORTS SEEKING LOCAL MANAGEMENT OF PUBLIC LANDS? DO THE PEOPLE IN MY COMMUNITY REALIZE THAT KEY BACKERS OF THE "WISE USE MOVEMENT" INCLUDE THE AMERICAN MINING CONGRESS, THE AMERICAN PETROLEUM INSTITUTE, NATIONAL ASSOCIATION OF MINING DISTRICTS, WESTERN STATE PETROLEUM ASSOCIATION, AND MARATHON OIL COMPANY?

ARE WE REALLY TO BELIEVE THAT THESE COMPANIES AND CORPORATE ASSOCIATIONS HAVE OUR BEST INTERESTS AT HEART? DOES ANYONE BELIEVE THAT IF THE LAND IS GIVEN BACK TO THE PEOPLE THAT THE AMERICAN MINING CONGRESS, FOR EXAMPLE, WILL OUT OF THE GOODNESS OF ITS HEART REPLACE THE $2.2 MILLION NOW BEING SPENT HERE TO MANAGE THE BWCA? LET'S FACE IT FOLKS, YOU'VE BEEN DUPED. WE'VE ALL BEEN DUPED BY NOT HAVING TAKEN THE TIME UNTIL NOW TO REALIZE THAT THE "WISE USE MOVEMENT" IS INFECTING OUR REGION, AND THAT IT'S SUPPORTED BY BIG BUSINESSES THAT MERELY STAND TO PROFIT HANDSOMELY BY LINKING THEIR GOALS WITH NAIVE GRASSROOTS MOVEMENTS. SO LET'S CALL A SPADE A SPADE AND LET'S GET BACK TO WORK FINDING WAYS TO MAKE THE MOST OF OUR CURRENT ECONOMIC BOOM SO THAT IT CAN BENEFIT EVERYONE IN OUR COMMUNITY.

WILDERNESS IS THE BACKBONE OF ELY'S ECONOMY. IF IT'S JOBS & PROSPERITY WE DESIRE, THEN LET'S KEEP THE BWCA INTACT. IN MINNESOTA, THE BOUNDARY WATERS IS THE CROWN JEWEL OF OUR MANY BEAUTIFUL NATURAL AREAS. I ASSURE THE ELECTED OFFICIALS HERE TODAY THAT THE VAST MAJORITY OF MINNESOTANS DO NOT WANT THEM MESSING WITH THE BOUNDARY WATERS. THANK YOU FOR LETTING ME SHARE MY PERSPECTIVE.

RESPECTFULLY SUBMITTED,

Paul Schurke

PAUL SCHURKE
BOX 415
ELY, MN 55731

STATE OF MINNESOTA
OFFICE OF THE GOVERNOR
SAINT PAUL 55155
612-296-3391

ARNE H. CARLSON
GOVERNOR

August 17, 1995

Senator Murkowski, Chairman
Senate Energy and Natural
Resources Committee

Representative Hansen, Chairman
National Park, Forests and Lands
Subcommittee of House Resources
Committee

Dear Senator Murkowski and Representative Hansen:

There has been much discussion as to the appropriate management philosophy for Voyageurs National Park ever since it was created in 1971. Now, legislation has been introduced to broaden the use of motorized recreation in the park and there is even discussion of removing the park from the federal system.

The State of Minnesota strongly supported the creation of the park as an important asset to the state and its citizens. The designation of Voyageurs as a national park provided a positive reflection on Minnesota and the image we portray as a state. It is an important natural resource attribute that enhances the quality of life we share as residents of Minnesota. And it has economic benefits for northern Minnesota and the state as a whole.

The State has, since the park's inception, supported a diverse mix of activities and I understand that there are genuine differences in resource management philosophy, and I appreciate the difficulty the Park Service has experienced to date in attempting to be responsive to local needs while at the same time addressing the national interest. But I also believe that we must continue to seek innovation in managing the ongoing controversy rather than opting for removal of Voyageurs National Park from the federal system. We realize that some existing management strategies have been of concern to a segment of the public and should be reviewed, but I believe these issues are manageable.

An Equal Opportunity Employer

The resolution of the management differences at Voyageurs will require the Park Service to utilize a conflict resolution strategy and planning process which will not only involve parties on all sides of the issues, but will allow local residents and users who are most directly affected on a day to day basis, a voice in determining the management direction for the park. A successful solution will also require flexibility in Park Service policies, to tailor management to the unique resources and needs of this park.

I would also like to take this opportunity to say that proper management of water levels on Rainy Lake and Namakan Reservoir is essential for optimum protection of what is essentially a water-based park. I urge Congress to support the adoption of recent recommendations to modify the rule curves which govern the management of water levels on these water bodies, which will improve conditions for fish and wildlife as well as relieving low water problems for resorts and residents on these lakes.

I appreciate the fact that you brought this hearing to Minnesota to listen to the suggestions of our citizens as how to resolve these issues, and I appreciate the opportunity to participate in the process. Again, I want to strongly state my support for retaining Voyageurs in the National Park system.

Warmest regards,

Arne H. Carlson

ARNE H. CARLSON
Governor

United States Department of Agriculture | Forest Service | Washington Office | 14th & Independence SW, P.O. Box 96090, Washington, DC 20090-6090

Date: SEP 22 1995

Honorable Frank H. Murkowski
Chairman, Committee on Energy
and Natural Resources
United States Senate
706 Senate Hart Office Building
Washington, D.C. 20510

Dear Mr. Chairman:

In response to requests for additional information from Superior National Forest Supervisor Kathleen McAllister, which were made at the hearing in International Falls, Minnesota on August 18, 1995, we offer the following:

Overnight Use Levels

The number of groups entering the Boundary Waters Canoe Area Wilderness (BWCAW) for each of the past 10 years is listed below. Additional visitor use information can be found in the written statement provided to the committees at the hearing.

1994 - 27,117*
1993 - 28,593
1992 - 27,023
1991 - 26,368
1990 - 26,527
1989 - 25,626
1988 - 24,059
1987 - 23,552
1986 - 21,300
1985 - 20,338

- In 1994, quotas for overnight visits were reduced from 382 groups per day entering the wilderness, to 276 groups per day. Approximately 65 percent of the permits available for the 1994 season were issued.

Access to Basswood and Trout Lakes

Visitors have historically accessed Basswood Lake by entering at Moose Lake and crossing Prairie Portage, or by entering at Fall Lake and crossing the Newton-Pipestone Portages or Four-Mile Portage. The only access to Trout Lake with motorized watercraft is by crossing the Trout Lake Portage from Vermilion Lake. A portage location map and Superior National Forest map are enclosed for clarification.

A motorized concession service (truck operation) was available at Prairie Portage, Four-Mile Portage, and Trout Lake Portage until 1992, when the Eighth Circuit Court of Appeals determined that these motorized operations were not consistent with the 1978 legislation. (P.L. 95-495)

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With the exception of Four-Mile, the previously motorized portages are still being utilized via non-motorized means. As in the past, some visitors handle their own watercraft and gear transfer using portage wheels. Others choose to use the non-motorized concession services at Prairie (assistance provided by a crew of people) and Trout Lake Portages (assistance provided by sled dog teams). Use has all but ceased on Four-Mile Portage due to the length and difficulty. Visitors who previously used Four-Mile to enter Basswood now choose to use either Newton-Pipestone or Prairie Portages. To accommodate this change in preference, the day use motor permits previously allocated to Four-Mile (approximately 600) have been shifted to these other two portage routes into Basswood. It should be noted that if Four-Mile Portage were to be reopened with concession service, these day use motor permits would be returned to this entry point. This would result in approximately 600 fewer permits available at Newton-Pipestone and Prairie Portages.

Use levels on Basswood and Trout Lakes

The total number of overnight groups with motorized watercraft accessing Basswood Lake has increased since 1992 (the last year truck portages were in operation) as illustrated below. Those entering at Moose Lake travel over Prairie Portage. Those entering at Fall Lake travel over the Newton-Pipestone Portages or Four-Mile Portage (since 1992 essentially all of the use has shifted to Newton-Pipestone). There was an increase in the number of overnight groups who paddle from 1992 to 1993 (3,949 to 4,187), but a decline in 1994 (3451). This decline is likely attributable to the reduction in overnight permits after the 1993 season. The majority of motor boat groups entering at Moose Lake travel across Prairie Portage, while the majority of overnight paddle groups disperse to other areas (Ensign Lake, Knife Lake, and others).

Overnight Motor Use	1992	1993	1994
Basswood from Fall Lake	372	323	405
Basswood from Moose Lake	560	599	663
Total Overnight Motor Use	932	922	1068

Over the same period, the number of overnight groups with motorized watercraft have declined at Trout Lake (761 to 503), but there has been a significant increase in the number of overnight visitors who paddle (73 to 322).

Day use (with motorized watercraft) to Basswood Lake has increased through the Newton-Pipestone Portages and Prairie Portage (2,764 in 1992 and 3,047 in 1994). However, there is essentially no use now entering Basswood via the Four-Mile Portage (1992 use was about 650). Day use (with motorized watercraft) to Trout Lake has declined, from 687 in 1992 to 539 in 1994.

Economic Information

Estimating the value of wilderness recreation or wilderness itself, can be very difficult. As wilderness recreation and wilderness values are not bought and sold in the marketplace, direct estimates of value through transaction

evidence cannot be made. Also, other values associated with wilderness are not necessarily recreation values. These values, such as scientific, research, environmental, and educational values, are even more difficult to quantify.

Sections of the Final Environmental Impact Statement for the BWCAW Plan completed in 1992 are enclosed. These discuss the financial analysis, economic value analysis, and the economic impact analysis. The economic impact analysis is based on a study completed by JP Consulting of Duluth, Minnesota, for the preferred alternative in the draft plan, which proposed a party size limit of six. The impacts estimated in the study were then prorated for each of the alternatives considered in the final plan. A party size limit of nine was included in the final plan, compared to the previous party size limit of ten. The JP Consulting Study is also enclosed.

It important to note that this economic impact study was based on conservative assumptions and would tend to overstate the impacts. The assumptions were:

1. Based on a phone survey, 97 percent of the group leaders polled indicated they would not return if, a group size limit of six was imposed. We believe a significant portion of these people would return with parties of six, if the situation were not hypothetical.

2. It was assumed that all groups (both day use and overnight) would spend one night in the local area before their trip and one night after. This occurs, but not in all cases.

3. The analysis assumed that the group size distribution of day use would be identical to that of overnight use. Actual use records indicate that the average day group size is smaller than that of overnight groups. The study also assumed that the number of day use groups outfitted would be the same as overnight. This is not likely the case.

4. Our information indicates that a larger percentage of the groups entering the BWCAW are partially, not completely, outfitted than was assumed. This would reduce the amount of money estimated to be spent in the area.

5. The study assumed that approximately 5 percent of groups of seven to ten in size were from the local area, but the Forest Service analysis indicates the local use to be approximately 24 percent.

The study estimated the economic impact of the BWCAW on the local economy at approximately $31 million annually prior to implementation of the new BWCAW plan. Given the assumptions stated above, the new plan could have a negative impact of approximately $3.7 million. This should be considered a worst case analysis. This impact is about .09 percent of the area's economy. Based on a wilderness use level increase of about 3 percent per year, this effect would last no longer than 5 years. We believe that the group size limit of nine finally adopted (compared to the limit of 10 which it replaced) is sufficiently cost-efficient to implement with little or no adverse economic impact to the local economy.

Also enclosed is the edited transcript from the hearing.

Thank you for the opportunity to provide our views at the hearing. If there are additional information needs, we stand ready to meet your request.

Sincerely,

JACK WARD THOMAS
Chief

Enclosures (5): Economic information from final EIS for BWCAW Plan
JP Consulting Economic Impact Study
Superior National Forest Map
Portage Location Map
Hearing Transcript

(218)283-3307 Tom Worth

TO PREVENT DISPUTES

BOUNDARY WATERS TREATY COALITION
BOX C BIRCHDALE, MINNESOTA 55529
THOMAS WORTH, PRESIDENT

WRITTEN TESTIMONY
OCTOBER 28TH HEARING

WRITTEN TESTIMONY

I. Definition of the problem/(s)
The Federal Government of the United States and the Federal Government of Canada have international treaties that specifically state the rights of citizens of both countries on waters through which the boundary passes. The Federal Governments of both countries must work together cooperatively to ensure these rights are enforced.

II. Existing Treaties
A. Webster Ashburton
Webster Ashburton 1842 Treaty Article 2: "*It being understood that all the water communications and all the usual portages along the line, from Lake Superior to the Lake of the Woods and also Grand Portage, from the shore of Lake Superior to the Pigeon River, as now actually used, shall be free and open to the use of the citizens and subjects of both countries.*"

B. 1909 Boundary Waters Treaty (Roote Bryce Treaty)
The 1909 Boundary Waters Treaty (Roote Bryce Treaty): the purpose as stated in the proclamation is "*to prevent disputes regarding the use of boundary waters, and to settle all questions which are now pending between the United States and the Dominion of Canada involving the rights, obligations, or interests in relation to the other or to the inhabitants of the other along their common frontier, and to make provision for the adjustment and settlement of all such questions as may hereafter arise...*"

C. Definition of Boundary Waters (from 1909 Treaty)
It goes on to define the boundary waters through which the boundary passes as "*the waters from main shore to main shore of the lakes and rivers and connecting waterways, or the portions thereof, along which the international boundary between the United States and the Dominion of Canada passes, including all bays, arms, and inlets thereof, but not including tributary waters which in their natural channels would flow into such lakes, rivers and waterways, or the waters flowing from such lakes, rivers, and waterways, or the waters of rivers flowing across the boundary.*"

D. Definition of the Use of Boundary Waters
The Treaty goes on to say.." *the navigation of all navigable boundary waters shall forever continue free and open for the purposes of commerce to the inhabitants and to the ships, vessels, and boats of both countries equally, subject however, to any laws and regulations of either country, within its own territory, not inconsistent with such privilege of free navigation, and applying equally and without discrimination to the inhabitants, ships, vessels and boats of both countries.*"

F. Bodies of Water along Minnesota and Ontario from Lake of the Woods to Lake Superior

United States and Canada Boundary Waters Shared by Minnesota and Ontario *
(From West to East)

Lake of the Woods	Iron Lake	Knife Lake	Pine River	Wetap Lake
Rainy River	Crooked Lake	Cypress Lake	Magnetic Lake	Mountain Lake
Rainy Lake	Basswood River	Swamp Lake	Gunflint Lake	Fan Lake
Namekan Lake	Basswood Lake	Sagenega Lake	Little Gunflint Lake	Vaseux Lake
Sand Point Lake	Sucker Lake	Meraheuf Lake	Little North Lake	Moose Lake
Little Vermilion Lake	Birch Lake	Round Lake	North Lake	North Fowl Lake
Loon River	Carp Lake	Granite River	South Lake	South Fowl Lake
Lac La Croix	Nelon Lake	Granite Lake	Rat Lake	Pigeon River
Bottle River	Seed Lake	Pine Lake	Rose Lake	

E. Others

Other treaties such as NAFTA and GATT came after and are based on the above treaties.

III. Constitutional Basis for International Treaties

The United States Constitution talks about international treaties in Article VI, section 2. It states, "*All treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land....*"

IV. Who Should Observe and Follow the Treaties?

It seems evident then that federal, state/provincial, and local governments located along the international border must operate within the guide lines set forth in the above treaties; and that federal, state/provincial and local governmental agencies that operate along the international border must also operate within the guide lines of the above treaties. Certainly, the United States Forest Service and the National Park Service would not be exempt.

V. Which Agencies have jurisdiction over Border Waters?

There are many agencies that have some form of jurisdiction over border waters. Here is at least a list of agencies that are involved: There may be more.

International Joint Commission	U.S. Immigration
Rainy Lake Control Board	Environment Canada
Lake of the Woods Control Board	Canadian Customs
National Park Service	Canadian Coast Guard
U.S. Forest Service	Canadian Immigration
U.S. Environmental Protection Agency	Ontario Ministry of Nat. Res.
U.S. Department of Energy	Ontario Ministry of Environment
U.S. Army of Engineers	MN Department of Nat. Res.
U.S. Coast Guard	U.S. Customs
Koochiching County Sheriff	Ontario Provincial Police
Royal Canadian Mounted Police	St Louis County Sheriff

U.S.Federal Energy Regulatory Commission

IV. History of past problems for United States Citizens

A. Problems between citizens and United States Agencies

1. The United States Forest Service has restricted use and navigation on the bodies of water that form the boundary between the United States and Canada. They are not given authority to do this under any existing agreement or treaty. To do so they must make their own

laws. These waters are clearly coastal waters and within the jurisdiction of the Boundary Waters Treaty!

2. The National Park Service has enforced rules on boundary waters that are clearly in violation of the treaties. They restrict travel on these waters for all uses including commerce. The waters on Rainy and Namakan are clearly International Waters. It is interesting to note that in 1971 in the Enabling Legislation for Voyageurs National Park in section 304 it states: "*Nothing in this Act shall be construed to affect the provisions of any treaty now or hereafter in force between the United States and Great Britain relating to Canada or between the United States and Canada, or of any order or agreement made or entered into pursuant to any such treaty, which by its terms would be applicable to the lands and waters which may be acquired by the Secretary hereunder, including, without limitation on the generality of the foregoing, the Convention between the United States and Canada on Emergency Regulation of Level of Rainy Lake and of Other Boundary Waters in the Rainy Lake Watershed, signed September 15, 1938, and any order issued pursuant thereto.*"
In other words the Park is directed to follow the Boundary Waters Treaty in all its regulations.

B. Problems between Minnesota and Ontario
The Province of Ontario and the State of Minnesota have enforced rules on the above border waters that are clearly in violation of the treaties. Many of these rules have lead to bitter disputes among the users. At the present time there is a general feeling of unrest on both sides of the border.

V. Legal Opinions
A. 1980 Federal District Ruling (Miles Lord opinion) Miles Lord ruled that the restrictions placed on boundary waters were legal because Canada had done so on their side of the border when creating the Quetico Park.

B. 1983 Canadian External Affairs Opinion
I.C. Bacon, Director General of the Bureau of Legal Affairs, Federal Canada, states in his opinion that it was not Canada, but Ontario that created the Quetico Park and therefore the Lord Opinion was in error. He goes on to say, "*The banning of motorboats in boundary waters on either side of the Canada-United States border is inconsistent with the Webster-Ashburton Treaty and the Boundary Waters Treaty.*"

C. An opinion by Minnesota Attorney General Hubert H. Humphrey III, dated November 4, 1994, states that the 1909 Boundary Waters Treaty is in force and that The United States and Canada in cooperation with each other have jurisdiction over the regulation of water levels on border lakes.

D. An opinion by Charlein Enefer Mansfield, Solicitor, Legal Services Branch, Ontario Ministry of Natural Resources dated November 10, 1994, re-enforces the Hubert H. Humphrey III opinion in C above.

VI. Recent Efforts to Resolve Disputes
A. Federal Actions: In March 1985, Secretary on Interior William Clark, in a letter to Secretary of State George Schulz wrote; "*For many years relations in the Boundary Waters area adjacent to the Province of Ontario have been governed by treaty. In recent years, tourism, charterboat and sport fishing activities , as well as commercial fishing pressures in that area have*

increased substantially. As a consequence, competitive pressures have created a situation where the language of the treaties, while still generally appropriate, is somewhat antiquated in terms of fishing quotas, use permits and fees, and recreation generally. He goes on to state; *"The inability of Minnesota and Ontario to resolve some of their legitimate differences of opinion would appear to require that we consider this as a matter of international significance appropriate for discussion.* Finally he states; *"Certainly, everyone who is aware of the situation recognizes the need for an overall management strategy in the Boundary Waters area, and I am satisfied that with a little hard work and appropriate guidance from our policy level, we can move to substantially improve the situation. Your assistance is appreciated and goes a long way toward solving a problem that is indeed amenable to solution."*

B. State/Provincial Actions: In 1994 , a State and Provincial negotiating team was established to resolve some of the more contentious issues. This effort was unsuccessful. In early 1995, United States and Canadian Mediators were hired to help resolve border issues. This effort was also unsuccessful.

The 1995 Minnesota State Legislature passed a number of measures dealing specifically with border problems. An appropriation of funds for promotion and improved resource management; an appropriation of funds for legal research and mediation efforts; temporary repeal of retaliatory legislation; and a House Resolution asking for Federal assistance in resolving these international disputes.

VII. Solutions Needed to Solve Current and Future Disputes

A. The United States Government needs to begin to honor the terms of the Boundary Waters Treaty in all areas that involve the use boundary waters including those in the BWCA, Voyageurs National Park, and the State of Minnesota. The Federal Canadian Government is obligated to do the same thing. Federal Canada will have to deal with Ontario.

B The United States Government needs to have agreement with the Canadian Government on all disputes that we try to resolve that involve the use of boundary waters such as the BWCA and the National Park.

C. The United States Government needs to involve the Canadian Government in resolving the current disputes that exist in management practices that deal with the use of boundary waters by citizens of both The United States and Canada.

Chairman Hansen, Senators Grams & Wellstone, Representatives Oberstar and Vento:

Thank you for the opportunity to give testimony to this committee.

My name is Bill Erzar, I'm a lifelong resident of Ely, MN except for my tour of duty in the US Air Force. I coach Little League Baseball, work with the Boy Scouts and Cub Scouts, I am a certified MN Snowmobile Safety Instructor, and member of CWCS. I also am a Union Member and co-chairman of the United Steelworkers of America Local Union 1938 BWCA committee.

I have two sons, ages 7 & 11, a wife with Multiple Sclerosis and we are boaters, canoeists, snow-skiers, snowmobilers, hunters, fishermen, and users of the BWCAW.

The concessions by locals for the BWCA started long ago even with promises made to the people of Ely by Senator Hubert Humphrey "-every existing practice may continue just the same. There is no ban on motorboating."...."There is no expansion of the roadless area. There is no interference in any way with anyone's existing rights"[1], "... the bill does not in any way jeopardize, threaten or remove any rights that any person now has under present law relating to recreation, mining, forestry, land use,"[2] etc. .... "the bill specifically states that present rights and property rights are fully protected and honored."[2] That statement is underscored.... So what are we to believe?

After the leveraged buyouts and condemnations, we have seen the likes of Curtain Fall's Fishing Camp, Crooked Lake Fishing Lodge, Pinecliff Lodge, Evergreen Resort, Pipestone Falls Lodge, Pete's Cabin Boats, Basswood Lodge,

[1]Letter to Mr. Tony Zaverl from Sen. Hubert H. Humphrey dated July 26, 1957.
[2]Release from Sen. Hubert H. Humphrey's office dated July 25, 1957.

Beaver Island Fishing Lodge, Nugent's, Runny's Point Lodge, to name a few, disappear to create the BWCA.

Today, there are still many emotional scars left from that government takeover of private businesses that many individuals and families established with much sweat to build a livelihood for themselves, their families, and employees! Plus the hundreds of private properties that were given up, some not so willingly as people lost their cabins, lakeshore and woodland lots!

So, we were left with the 1964 Act and the local residents had given much.... but we had our motorized routes allowing motorboats, snowmobiles and truck portages. The loggers still retained cutting rights in the portal zone.

Well it wasn't many years and the Green Organizations started hammering on the loggers, injunctions on cutting & court cases, soon the local loggers eventually gave up their rights to cutting and more "Give" again from area residents, (even though the loggers right to cut finally was upheld by a 1976 U.S. Supreme Court decision.) Two sawmills closed, loggers and their employees were out of business and their livelihoods gone.

Next, the snowmobiles had to go, so retired miners like Matt Sever, Tony Golobich, and my Dad couldn't ride their machines 14 miles to Knife, or Thomas, Ima, or Fraser Lakes to go ice fishing for Lake Trout.... another satisfying pursuit of the American retirement dream became a heart-breaker for many.

An established use since at least the 1950's, An Executive Order was signed to rid the BWCA of those destructive forces, yet a major story in the March 14, 1976 issue of the Minneapolis Tribune's Picture magazine takes a trip into the BWCA with the Ely Igloo Snowmobile Club that shows and says that snowmobilers do respect the wilderness. As an instructor, we teach respect for the land in our snowmobile safety classes. Show us the environmental damage that we

do, anymore than walking on portages or paddling the canoe does.

So, in the1978 Act, we snowmobilers were thrown a crumb, that would only be temporary until December 31, 1983 when we would lose those routes.

There was one more time we would ride, though, for a memorial service, to honor the memory of our friend, "The Root Beer Lady", Dorothy Molter of Knife Lake. She passed away in the middle of December 1986 after having spent 50 years at the "Isle of Pines".

Her cabin, a historical site was saved from the Forest Service torch "just in the nick of time." The bridges between the islands were gone already and the windows removed from the cabin, but Dorothy's friends (snowmobile and ATV enthusiasts) like John Rosett, Norm Saari, Art Knuutti and gang coupled with a crew from Outward Bound got Dorothy's cabin's dismantled and hauled out of the BWCAW. They were re-assembled, as a museum, on the east end of Ely to preserve part of our Northland Heritage and Dorothy's memory.... because we do care!

Dorothy's place survived a Fate that Benny Ambrose's did not.

Also, in 1978 the number of motorized routes were cut, and eventually the 3 motorized portages, Trout Lake, Four Mile, and Prairie were closed, and those with disabilities, like my wife with MS, were affected. But, a spokesperson of the Friends of the Boundary Waters inferred that it would just make it that much more of a challenge to these people. Well, let me tell you, it is more than a challenge to my wife, it is downright exhausting, and de-bilitating! It is a strain on her health. After our last trip to Basswood thru Newton & Pipestone Portages, she said she would not do that again, it is just too hard!

If we had the mechanized portages in operation, like the USFS study proved they are needed, we could have used Four Mile Portage and gone around U.S. Point to get to Jackfish and Pipestone, if that historically established motor route is restored as originally promised in the '64 Act, and the Trout, Four Mile and Prairie are reopened to mechanized use with motorized vehicles to tow motorboats across them.

Collectively, the local area residents around the BWCA have done *ALL* the giving in these so-called compromises and something needs to be done about it.

We need a guarantee that no more land will be added to the wilderness in the BWCAW[1] and VNP areas.

We need our motorized routes and uses restored.[3,4]

We need a Guarantee that there will be no more restrictions, once our previous uses are re-established.

The permit quota system needs more local management and control, because it is unacceptable in it's present status with offices in the State of Maryland. Return the system to the Superior National Forest for better accountability.

(Also, as a Scout leader, we opposed the reduction in party size for groups because it does become more costly since groups are smaller and required to have two adults in the group, thereby creating more groups, or it eliminates someone from a trip. We also opposed a limit on the number of watercraft and were shocked

[1]Letter to Mr. Tony Zaverl from Sen. Hubert H. Humphrey dated July 26, 1957.
[3]W.A. Fisher map "Motor Routes in the BWCA" and "all lakes on the International Boundary are open to motor use."
[4]1965 USFS map showing motor and snowmobile routes in the BWCA.

when three was proposed. Can you imagine packing three people and gear for a week into one canoe! Not Safe in our opinion!)

We need the lakes like, Fall, Moose and Snowbank, that are 1/2 in and 1/2 out of the BWCAW, completely out of the BWCAW, so that local residents and others may enjoy the whole lake they live next to without slamming into the imaginary wilderness wall in the middle of it.

Therefore, because of these broken promises, we need a management council composed of elected officials of towns and counties directly affected and the State Senator and Representatives of these affected areas to suggest and approve of management changes in these areas.

If Congress does not live up to its past promises, its no wonder there is the mistrust of Federal officials and appointees as we have witnessed in BWCAW and VNP Legislation.

Please consider this testimony in your decision. Thank You.

STATEMENT OF JOE SAMARGIA

before the

House of Representatives Resources Committee

"Minnesota Field Hearing"

St. Paul, MN

October 28, 1995

My name is Joe Samargia; I live in St. Paul, and I have spent most of my adult life involved with the Labor movement. I was president of steelworkers local union #1938 from 1976 to 1983. This local was located on the Iron Range; my union brothers and sisters hunted and fished the Boundary Waters as one of their primary means of recreation and leisure. I was very involved in the community and DFL politics throughout that period, and was active in the 1978 battles over the BWCAW. I have continued my service to the Labor movement while working for Governor Rudy Perpich as the Commissioner of the Department of Jobs and Training from 1983 to 1990. From 1990 1995 I was a business agent for the teamster local union 792. My union brethren have always felt that the BWCAW should be for everyone.

I believe that most people in this room know that the members of the labor movement are the people that BROUGHT YOU THE WEEKEND. The working men and women of America have fought for worker protections and time for recreation and leisure since the beginning of the labor movement in the 1870's. Organized labor in Minnesota fought for the enactment of the National Labor Relations Act, which guarantees the 40-hour work week, so that we could enjoy the weekend.

My primary reason to be testifying in support of modest changes to the management of the Boundary Waters Canoe Area Wilderness is to ensure that Congress honors its commitment with working people and those northern Minnesotans whose livelihoods are affected by the BWCAW. Working people for years were able to have access and use of the BWCAW and travel long distances on a two-day weekend, and due to increasing restrictions of the Forest Service and continued environmental lawsuits, the BWCAW is no longer open to everyone.

Recreational users from all walks of life should have the ability to use the wilderness. Hunters and people who fish have used the area for decades; no one should be excluded. I have heard the Twin Cities media trying to taint northern Minnesotans as abusers of the land and wanting to log and mine the Boundary Waters again. In fact, no one here supports anything like that. Congressman Oberstar's proposals makes common sense. The BWCAW should be open to everyone again.

The closing of the motorized portages eliminated access to the disabled, old and young. In my family for instance, my brother and father enjoyed fishing on Trout Lake when the motorized portages were closed that was the end of my father ever going with my brother. My brother and his buddies still push their boats into Trout Lake - they are in their 40's and are strong. However, my father is 78 years old. He can no longer cross the portages; this is unfair, and I strongly believe the motorized portages should be reopened so all types of people can enjoy the BWCAW as it was intended.

I also support proposals to make some common sense changes to several of those lakes that already have motors. Those border lakes that are half-in and half-out should become wholly motorized again: Lac La Croix, Basewood, Saganaga, the Moose Lake Chain and Sea Gull Lake. I also feel that a lot of people in the southern part of the State do not realize that people in the northern part of the State have given up a lot over the years. They have sacrificed property taxes for their communities and schools, people were kicked out of their resorts and homes, and locals who were stewards of the land for decades have been largely ignored by the forest service.

Activities in the metropolitan area are much different than those in the northland. The outdoors is a way of life for them. Major league sports, museums, plays, and the Mall of America are equivalent to camping, fishing, hunting, and canoeing in greater Minnesota. The labor movement has made it possible for working Americans to have a weekend off. It is only right and fair that they and their families should have access and use of the BWCAW.

Testimony before the

Subcommittee on National Parks, Forests and Lands
U.S. House of Representatives

October 28, 1995

St. Paul, MN

by
John Galland
3916 46th Ave. South
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I'd like to say a few words on my background. I am a relative newcomer to the BWCA. I grew up in the southwestern United States and was conditioned to a spectacular vertical landscape and that was what I expected when I thought of Wilderness. I came to the BWCA in 1979 as a student on an Outward Bound course. And in the BWCA I found a new sense of wilderness, one that was closer and more intimate than the western wildernesses, and one that was also more available and accessible.

When I think of accessibility in the wilderness, I think of travel by water. Whether that water be still or moving, frozen or flakes, water is my best medium for access. I have taught skiing in Utah, I have been a whitewater boatman as well, I have taken numerous multi day trips in the BWCA and other areas. All these offered me my best access to true wilderness.

When we think of access, we often think in very concrete terms, but it is necessary to step back a moment and think in larger terms. Access to me means access to options, to a full spectrum of opportunities within recreation. Wilderness is one of the options I want to have available. I am not one of James Watt's children, I don't want a tram to the bottom of the Grand Canyon, nor do over 75% of the respondents in a national poll on accessibility to the wilderness for people with disabilities. They overwhelmingly support the preservation of the wilderness and the intentions of the Wilderness Act.

Over 95% of the water in Minnesota is accessible to those wishing to use motorboats. It is important to remember this and not lose sight of how little is designated wilderness for those seeking solitude. Let's preserve what little we have left.

The BWCA has the highest use of any Wilderness area in the United States. It is by far and away the most accessible wilderness area in the nation. It needs the continued protection of being a true wilderness. I do not want, do nor others with disabilities want a compromise over any of the issues dealing with motors in and around the BWCA. The truck portages are not necessarily for my access, but I'll have to admit those truck roads are wonderfully wide and level. The peripheral lakes are part of the BWCA and the noise pollution of motors on these lakes, such as Brule Lake, diminishes the quality of the wilderness for those in the park.

While I appreciate the good intentions of those who would like to make the wilderness accessible for me and other folks with disabilities, I need to say that the need for preservation of true wilderness is the greatest good for the greatest number.

Testimony before the

Subcommittee on National Parks, Forests, and Lands
U.S. House of Representatives
by
Becky Rom
Boundary Waters Wilderness Foundation

My name is Becky Rom. I was born and raised in Ely, Minnesota, the gateway to the canoe country wilderness. My parents operated a canoe trip outfitting business for 35 years. I worked in the canoe outfitting business from the ages of 14 to 22, including as a wilderness guide. I maintain a home on the edge of the Boundary Waters Wilderness Canoe Area. I speak to you today as the Chair of the Boundary Waters Wilderness Foundation, a non-profit organization that promotes wilderness education.

At the Joint Senate-House Subcommittee hearing in International Falls in August of this year, Congressman Oberstar announced his intent to introduce legislation that would establish a BWCAW Management Council, consisting primarily of local citizens and representatives who would have decision authority over the management of the Boundary Waters Canoe Area Wilderness.

Local control of the management of the BWCAW is contrary to wise federal public lands policy, which is best served by consistent and predictable federal management of our public lands. This has proven to be true throughout the history of America and, even more so, throughout the history of the Boundary Waters canoe country, when time after time local economic and local control demands have threatened the well-being and integrity of the wilderness and caused divisive battles among neighbors. Mandating local control of a national resource because some local folks are dissatisfied is not a sound basis on which to craft national public policy. The proponents of local management have not made their case. Under the current system, all users and other interested parties are encouraged to participate in the management process and significant efforts have been made to address local concerns. Quite clearly, that would change dramatically if local control were instituted.

A local management council would not represent the national constituency that is served by the BWCAW. The BWCAW is used by Americans from all 50 states - in 1994 36% of the users were from outside Minnesota; 18% lived locally (zip code 556-558) and 46% resided elsewhere in the state of Minnesota. Overall, 91% of the users were paddlers and 8% travelled by motorboat. Of Minnesotans who were polled concerning the addition of more motor routes to the BWCAW, 70% in the Minnesota Poll and 82% in the St.Cloud State University Poll disagreed, and instead wanted the BWCAW to be protected from motorized recreation at least as much as it is now. Yet those favoring local control advocate significantly increasing motor areas in the wilderness and instituting management changes that would harm the natural resource, crowd the users, and decrease the opportunity for solitude, primitive travel, and a wilderness experience.

We can learn much from the history of the BWCAW. Time and time again, efforts by local interests to grab control and to exploit the area economically have threatened the canoe country and have resulted in battles over the wilderness. Every time, a nationally - based constituency of users and conservationists has rallied around the preservation of the canoe

country and has prevailed to protect this wilderness area. Without each and every victory, we would not be here today because we would no longer have a Boundary Waters Canoe Area Wilderness.

In the 1920's, a Superior National Forest road - building plan that would have fragmented the wilderness was backed by local commercial interests. It was defeated when the Secretary of Agriculture designated a large part of the forest for wilderness recreation. In the 1920's and 1930's, International Falls lumberman Edward Backus proposed a series of dams along the border lakes to generate hydroelectric power. Mr. Backus' plan was finally killed by the passage of the Shipstead-Newton-Nolan Act. Local resorters began to invade the wilderness in the 1940's with the development of resorts in the remote interior, using seaplanes for access, which dramatically changed the character of the wilderness. The Thye - Blatnik Act and President Truman's order that established an air space reservation above the roadless area, solved the problem. From the 1940's through the 1960's, accelerated pulp logging by local commercial interests, the threat of mining by George St. Clair, pressures by local interests for snowmobile access, and increased conflicts between motorboaters and paddlers - with particularly negative impacts on wilderness paddlers, resulted in the passage of Public Law 95-495, or the 1978 BWCAW Act, as it is more commonly known. Time and time again, the nation has supported wilderness ideals while the local interests have advocated a decrease in protection.

These examples from our past are important, because similar threats face us today. Those who advocate local management of this federal wilderness, which belongs to everyone in this United States, are not advocating local control so that they can best protect the national interests at stake. Rather, they advocate local control so that local interests will become paramount - such interests as an increase in motorboat routes, introduction of snowmobiles, preference in use by local residents, reduction in wilderness values, increase in user density, and reintroduction of truck travel.

Local management is not necessary to provide the opportunity for local participation in the management process. No one can truthfully deny that local interests have been fully heard by the Forest Service and Congress. All significant planning decisions affecting the wilderness are subject to the extensive public comment procedures that a federal EIS entails. Local interest groups had a full and fair opportunity to participate in the planning processes that led to the 1986 forest plan and more recent revisions to the BWCAW guidelines.

The development of the current BWCA Wilderness Management Plan, completed in August of 1993, spanned four years. Seven out of eight public meetings held by the Forest Service to solicit public comment were held in Northeastern Minnesota. The Forest Service welcomed all local and non-local groups which expressed an interest in participating in the planning process by including such groups on an advisory task force; approximately 35 groups participated. Some local governmental units, notably including St. Louis County, chose not participate, despite invitations by the Forest Service. Some proposals presented by

local interest groups would have reduced wilderness protection, such as the elimination of quotas, and some proposals were illegal, such as motorizing the entire BWCAW. Some local interest groups refused to recognize that that the wilderness was suffering some physical deterioration and that the quality of the wilderness recreational experience of users was diminished. They refused to consider and staunchly opposed creative solutions suggested by the Forest Service and wilderness advocates to lessen human impacts on the wilderness resource and to disperse visitors more evenly throughout the summer months and more evenly throughout the wilderness area. On the other hand, the Forest Service modified the draft plan in several significant respects in response to concerns raised by local interests and others. Examples of the Forest Service's responsiveness are an increase in group size from 6 persons to 9, an increase in the number of campsites, an increase in trails, and a loosening of restrictions on dogs to accomodate hunters.

Even more importantly, the current management plan is working fairly well, although there is recognition that some administrative changes may be appropriate as we learn more about the BWCAW, such as dealing with no-shows (approximately 7% of overnight reservations, according to the Forest Service - and not the false number of 40% stated by some). The BWCAW remains the most heavily used unit in the national wilderness preservation system, and will continue as such if wise resource management remains in place on a federal level.

Those who promote local management intend to deny meaningful participation by those who represent the interest of the national constituency - canoeist and wilderness advocates such as the Friends of the Boundary Waters Wilderness and the Izaak Walton League. A local management council would not be accountable to the national constituency, would not be capable of reaching out to the national constituency, and, as history has shown us, often cannot discern the broader national interests at stake. This will lead to greater divisiveness than we have ever seen in the history of the Boundary Waters, with regular and predictable battles between advocates of canoeists and wilderness preservation and local interests. We are a nation of one people, and Congress should not take action that will fragment America into small self-interested fiefdoms.

The motor advocates should be embarrassed to have commenced this attack on the BWCAW at a time when the canoe country is returning great economic benefit to local economies - a benefit that is sustainable in the long run if properly managed. Hundreds of thousands of people come each year to the BWCAW for non-motorized wilderness recreation, bringing millions of dollars with them and leaving these dollars in northern Minnesota. The Boundary Waters Canoe Area Wilderness results in over $28 million dollars in annual revenues to the local communities. We are also now seeing that de-motorizing the canoe country actually increases recreational capacity. For example, Brule Lake became a nonmotorized wilderness lake in 1986 under a provision of the 1978 BWCAW Act. Since Brule Lake became a wilderness lake free from motor use, visitation has increased 53%, and

all from canoeists. Fifty-one percent of Minnesotans polled say they will be less likely to visit the Boundary Waters if motor usage is increased and wilderness protection decreased.

Bottom line, the local management council is a part of a plan to further mechanize and thereby shrink the wilderness. We ask that Congress act wisely, by not taking legislative action. Please leave intact the one small corner of the United States that provides Americans their only paddle wilderness opportunity. In our great country, there ought to be a place where one can go without hearing, seeing, or smelling motorized vehicles. We are fortunate to have the only canoe country wilderness in our state - but it does not belong to Ely, or northeastern Minnesota, or even Minnesota. The BWCAW belongs to the people of the United States. A handful of people want to introduce snowmobiles, increase motorboat areas, and locally control the BWCAW: please do not allow their attack to succeed. These same boaters and snowmobilers have the balance of the state of Minnesota, including 2 million acres of the Superior National Forest, and (for boaters) 24 percent (after final phase outs in 1999) of the water surface area of the BWCAW already accessible for their use - yet they only constitute 8% of the overnight users of the BWCAW. There is no legitimate complaint that the state doesn't already give them ample opportunities for motorized recreation.

Where will the canoeists, hikers and skiers go if the motor and local control advocates prevail? There is nowhere else. This is our only silent canoe wilderness. Let's do the right thing for the resource, for our children, and for the current BWCAW users. The people of the United States spoke quite clearly in 1978 as to how they think the BWCAW should be managed and preserved. They are speaking quite clearly to you now. Congress, do not amend, rescind, or alter the 1978 BWCAW Act. Allow the Boundary Waters to continue to be managed in a manner that preserves and protects its unique natural ecosystems, provides an enduring resource of wilderness for future generations, and provides opportunities for a primitive and silent recreational experience.

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Testimony of Jim Martineau
Prepared for the
U.S. House of Representatives, Subcommittee on Parks, Forests and Lands
St. Paul, Minnesota Congressional Field Hearings
October 28, 1995

Chairman Hansen and Committee members, welcome to Minnesota. Thank you for taking time today to hear the concerns of Minnesotans over the future of two of Minnesota's most precious resources: Voyageurs National Park and the Boundary Waters Canoe Area. Although these two resources represent only 2% of Minnesota, their value stretches throughout this state and beyond its borders.

My name is Jim Martineau. I am a resident of Minneapolis and a land owner on Rainy Lake, on the Western edge of Voyageurs National Park. I am also the Chairman of the Board of the Voyageurs Region National Park Association. I am here today to speak from each of these perspectives.

My wife and I have been going to Rainy Lake since 1958. Her family has owned an island on Rainy Lake since 1939. Over the years, we have enjoyed canoe trips on Rainy Lake and the lakes and rivers that drain into it. It was our good fortune to be a friend of Ernest Oberholtzer whom most consider a driving force behind the establishment of Voyageurs National Park and from him we learned a great deal about the 1930's water level control issue for the Rainy Lake watershed. We learned from Oberholtzer about the land and water management issues in the area. As Oberholtzer worked to keep the natural values of the Rainy Lake Watershed intact, Ed Baackus, owner of the M and O Paper Company, was working to damn the area for electric power for his company. After 25 years of what turned into a national debate, Oberholtzer's recommendation to keep all lakes, and streams with their islands, rapids, waterfalls beaches, shores and other natural features "undisturbed in a state of nature" was in part listened to and in part compromised. The compromise came with the International Joint Commission which was held responsible for the control of the two M & O damns on Rainy Lake. The part that Oberholtzer and his nation-wide supporters won was the decision to disallow the building of any future damns in the watershed. Another recommendation of Oberholtzer's was partly seen in 1971 with the enactment of Voyageurs National Park. Ober had been pushing for an International Park to recognize and preserve the broad wilderness area.

Briefly, I'd like to describe the Park to you. Voyageurs National Park, created in 1971, is a 218,000 acre roadless park with four major lakes. These four lakes, Kabetogama, Namakan, Sand Point and the southern half of Rainy, make up 40% of the park. These four lakes are opened to motorized access in the summer and winter. There are over 500 miles of National Park Service and snowmobile club-maintained snowmobile trails in and along side of VNP.

This number does not take into account the remaining square acreage of frozen lake surface open to motorized use. The park also has six miles of cross country ski trails and about 12 miles of hiking trails. The 58,000 acre Kabetogama Peninsula lies in the center of the park and is home to four wolf packs and 18 active bald eagles nests. This is the only place in the Park, left as a wilderness area.

The Park was created as a compromise Park, to be used by motorized and non-motorized recreationalists. Managing such a Park has proved a hard task over the years. But so far, the park's compromise has held through Democratic and Republican administrations alike: Nixon, Ford, Carter, Reagan and Bush.

I am here today to speak also as the Chairman of the Board of the Voyageurs Region National Park Association (VRNPA). VRNPA was created in 1965 to establish Voyageurs National Park. When the Park was established 1971, the association saw its job as monitoring the park to see that was managed as Congress had set out in the Act. The Act includes an allowance for National Park Service discretion on allowing snowmobiling in the Park and the Act requires that the Park Service conduct a wilderness suitability study, due four years from the date of the Park's establishment. In 1974, the year the the park was authorized, the author of the Act, Congressman John Blatnik, wrote for the NPCA Parks magazine that the newly formed park's "main tourist facilities" would be the forests of the Kabetogama Peninsula and the clear waters of Kabetogama, Namakan and Crane Lakes. In this article, Blatnik goes on to say:

> "The nation's thirty sixth national park will be a wilderness park, with emphasis on sports such as hiking, camping, canoeing and fishing in the summer and cross country skiing, snowshoeing and ice fishing in winter...Motorboating - and in the winter snowmobiling- will be permitted on the larger lakes but motor vehicles will be entirely prohibited on the peninsula."

With every management plan for the Park, there has been controversy. Our Association has actively participated in the discussions of each plan and has put forward solutions. For example:

The Black Bay Lawsuit - We prevailed in our 1985 lawsuit against the Secretary of the Interior and Minnesota DNR in which we challenged the Secretary's approval of the DNR plan that would permit hunting and trapping in 1,000 acres of Black Bay, essentially deleting the area from the park.

Wilderness study , #1- This plan recognized the Kabetogama Peninsula as being suitable for wilderness designation but at the same time included an arterial system of snowmobile trails throughout the Peninsula. This plan was forwarded to then-Secretary of Interior James Watt who tabled it.

The Trail Plan was started after the Wilderness Plan had been tabled: it incorporated the Wilderness Plan's snowmobile trail system on the Peninsula and recommended it as a trail plan. We strongly objected to the snowmobile trails on the Peninsula and the disregard for providing the balance of recreational opportunities promised by Congressman Blatnik. Eventually, the Plan was reduced to a two-way 30 mile trail system. It was approved by the Park Service but was never been implemented.

Following the trail plan, our Association sued the National Park Service for not completing the Wilderness Study and won.

The 2nd Wilderness Study was completed in 1991 and designated the Park's land areas for wilderness management with the exception of a 12 mile snowmobile trail on the Peninsula. VRNPA supports the wilderness designation but opposes the snowmobile trail. This plan has been approved by the Park Service, but not approved by Congress.

Current Controversy

In March of this year, Senator Rod Grams invited State Senator Lessard to address the Senate Subcommittee on National Parks and Public Lands. Lessard asked the Subcommittee to declassify the Park as a National Park but continue the flow of federal dollars to whatever unit of local government would undertake to run it.

On March 12, Minnesota Congressman Jim Oberstar introduced HR 1310. This bill would withdraw the wilderness mandate from the Parks enabling legislation, expand motorized access in the Park, and nullify the use of the endangered species act in the park.

In June, Senator Grams announced a joint House-Senate Congressional Field Hearing in International Falls. In his announcement, Grams stated the scheduled hearing would "give Minnesotans the opportunity to bring their concerns on federal land management reforms directly to Congress..." These hearings were held in International Falls on August 18.

Our Association has urged that a Twin Cities hearing be scheduled in addition to the International Falls hearing to give Minnesotans a fair chance to be represented.

I have lived in Minnesota for most of my life. Speaking as a Minnesotan, I am proud to note the longstanding history of support for Voyageurs National Park:

- In 1969, a Minneapolis Star and Tribune poll found 71% of Minnesotans support having a national park in Minnesota
- A 1991 Project Research poll found 90% of Minnesotans want to see a section of Voyageurs National Park set aside, accessible only by non-motorized means.

• In 1995, the Minnesota Poll found 70% of Minnesotans oppose lifting restrictions on snowmobiles and motorboats in Voyageurs or the BWCA. 76% of Democrats and 69% of Republicans oppose lifting on snowmobiles and motorboats restrictions in Voyageurs. 56% of snowmobilers oppose lifting restriction in Voyageurs. I have copies of the 1991 and 1995 poll results and I request that these results be entered into the Congressional Record.

As these results show, Minnesotan's overwhelmingly want a National Park and want it's National Park to continue to be managed for both motorized and non-motorized interests.

I have provided you with facts and background about myself. In conclusion, I would like to state for the record that I want, as a land owner next to the Park, as a representative of VRNPA and as a citizen of this state, Voyageurs National Park to stay as the compromise park that it was created to be. Environmental laws that govern it should remain in place. We oppose turning the park over to local control. The park is the area's fourth largest employer. Representatives of Koochiching County stated at the August 18 hearing that the counties do not want to manage it. Federal dollars will not flow if the federal government is allowed no control. Local control means local financing and it is unlikely Koochiching County has the money to manage the park. Another issue that has come up is that Representative Oberstar's bill sets a minimum number of houseboats to be allowed in the Park. This is micromanagement of the most pernicious kind and it demeans the House and the bill's sponsors.

This National Park must be run for the benefit of the entire country. It should not be turned back to a local hunting and fishing ground. The National Park Service, the Park's resort community and citizens groups like ours must work together to attract the national park visitor as envisioned by Congressman Blatnik. The 500 miles of snowmobile trails will be preserved and power boats will be allowed on all the great lakes of the Park, but our association also stands for increasing the popularity of other activities in parts of the Park such as Kayaking, canoeing and cross country skiing.

Our Association stands for continued dedication of the Park to the uses set out in the enabling legislation, and described so ably by Congressman Blatnik in 1974 and clearly stated by the citizens of Minnesota. We are dedicated to preserving a National Park, accessible in some areas by motors while providing a wilderness area that attracts the seeker of quiet and solitude and those who would commune with the Voyageurs and Native Americans who preceded us in that beautiful country.

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Testimony of Dr. John Pastor
Prepared for the
U.S. House of Representatives, Subcommittee on Parks, Forests, and Lands
Delivered at Field Hearings in St. Paul, Minnesota
on October 28, 1995

To the Honorable Members of the U.S. Congress:

I welcome you to Minnesota to hear a number of us speak about two of the most beautiful parts of our State and, in my view, of the entire continent, namely Voyageurs National Park and the Boundary Waters Wilderness. In particular, I wish to extend my thanks to Chairman Hansen for his return visit.

I understand that the purpose of these hearings is to determine the facts surrounding the establishment and current status of Voyageurs National Park and the Boundary Waters Wilderness. Determining the facts through the continuous sifting and winnowing process of research is my job as a public scientist. I therefore wish to present some facts regarding Voyageurs National Park that may assist you in your deliberations. Because the major portion of my research has taken place in Voyageurs National Park, my remarks will be mainly directed towards it. However, similar facts can be marshalled for the Boundary Waters Wilderness and I would hope that this Committee would seek these out as well.

The geography of Voyageurs National Park is perfect for multiple recreation opportunities, including both motorized and wilderness travel. At its center is the 75,000 acre Kabetogama Peninsula, a remote area whose value as wilderness is part of the controversy that has led to these hearings. The Kabetogama Peninsula is isolated by the large lakes that constituted part of the Voyageurs Highway over 200 years ago. Preserving it as wilderness for non-motorized travel while allowing motorized travel on the large lakes themselves is an excellent solution. This was recognized throughout testimony before Congress during discussions about establishing the Park in the early 1970s.

Indeed, it was probably this unique geographical configuration that Congressman John Blatnik of northern Minnesota, the author of the enabling legislation for Voyageurs, had in mind when he wrote a superb article for the National Parks and Conservation Association Magazine (Sept. 1974) shortly after the legislation was passed:

"The nation's thirty-sixth national park will be *a wilderness park*, with emphasis on sports such as hiking, camping, canoeing, and fishing in summer and cross-country skiing, snowshoeing, and ice fishing in winter. Traveling by foot or camped by a fire, the visitor acquires an immediate feel for the land as the Indian knew and cared for it. *Motorboating - and in winter snowmobiling - will be permitted on the larger lakes but motor vehicles will be entirely prohibited on the peninsula.*"

Northern Minnesota, including some of the current confines of Voyageurs National Park, has had a history of extensive logging since the turn of the century. It is often believed that all the area had been logged and that precious little of the landscape is in the condition it was prior to European settlement. If the landscape of the Kabetogama Peninsula is merely second-growth, cutover forests then I might agree that its qualities as wilderness are probably minor.

Our research has shown that this is not the case. The forests and wetlands of the Kabetogama Peninsula are in much the same condition as when David Thompson of the Hudson's Bay Company and later the Nor'west Company first viewed them from a birchbark canoe before the American Revolution and wrote some of the finest descriptions of the area in his journals. We have mapped the forests and wetlands of the Peninsula from air photos taken as long ago as 1927 by the Royal Canadian Mounted Police as part of the border survey required by the Webster-Ashburton Treaty between the United States and Canada. From these air photos we have distinguished logging from wildfire. Logging has had a minor impact on the forests of the Peninsula - only 25% of the Peninsula has been logged since 1940. In contrast, the forests of the Peninsula owe their character to extensive wildfires during the drought years of the 1930s. The role of wildfire in structuring forests of northern Minnesota was confirmed by the research of Dr. Miron Heinselman, late of the U.S. Forest Service, who mapped the forests of the Boundary Waters and was instrumental in its establishment and that of Voyageurs National Park.

We also obtained the survey records of the General Land Survey Office, taken during the 1880s prior to any logging of the area. These records contain data on the sizes, densities, and species of trees at each quarter section point. From them we have reconstructed maps of the vegetation of the Peninsula prior to any logging. Contrary to general opinion, there was surprisingly little white and red pine on the Peninsula to be logged. Some of it was cut, but much remains, including the largest old growth pine stand in the state outside the Boundary Waters. This stand, 280 acres in size and containing trees 3 ft. in diameter and more than 200 years old, was

completely unknown until we discovered it during the course of our research. The existence of this magnificent stand alone is testimony to the wisdom of Congress in establishing Voyageurs National Park as a significant portion of this northern landscape.

There are many other ecologically significant reasons for preserving Voyageurs National Park. Voyageurs has the largest wolf population of any Park in the lower 48 states - indeed, it is the *only* Park in the lower 48 to have retained intact its original wolf population. The Park also has what may be the largest populations of nesting bald eagles and ospreys of any Park in the lower 48. The beaver have returned and the valley bottoms have recovered their original character of ponds and meadows that first brought the voyageurs here at the time the Pilgrims were struggling in Massachusetts. Moose and deer, loons and merlins, lynx and otter, and many other inhabitants of the North Woods are also thriving. There is no other Park outside Alaska that can boast this.

Clearly, Voyageurs National Park has something to offer the nation, and clearly it has merit as a significant piece of our nation's heritage.

I would like to conclude by offering a few comments on a vision for Voyageurs' future. With some imagination, I believe that the economy of the area can be greatly expanded and diversified by taking advantage of the unique geography and the presence of Voyageurs National Park. It is difficult to make a living in this north country. People have to feel that they can make a decent living here if they are to stay. Those who claim that the Park has hurt the economy of the area have generally not availed themselves of the unique market that a National Park draws. The success of the Gunflint Trail Association, in the eastern sector of the Boundary Waters, in catering to both wilderness and non-wilderness travel could serve as a model for the Orr - Crane Lake and Ash River - International Falls communities around Voyageurs.

The people of this Nation are currently struggling with decisions about natural resource management, environmental protection, and economic development. This will be the main focus of this Committee for many years to come. I offer Minnesota to you as a model for the nation's struggle to preserve significant portions of our landscape and heritage while sustaining diverse economic growth based on natural resources. Minnesota has, in the the Boundary Waters Wilderness, Voyageurs National Park, and adjacent Quetico Provincial Park in Ontario, the largest contiguous wilderness and the most heavily used wilderness in populated North America. At the same time, we have a healthy timber industry that depends heavily on public timber supply - in fact, we are the largest paper producer in the country. We also have a mining industry that is recovering from the devastating recession of the early 1980s. The economy of southern Minnesota depends on farming. We enjoy boating, snowmobiling, canoeing, skiing,

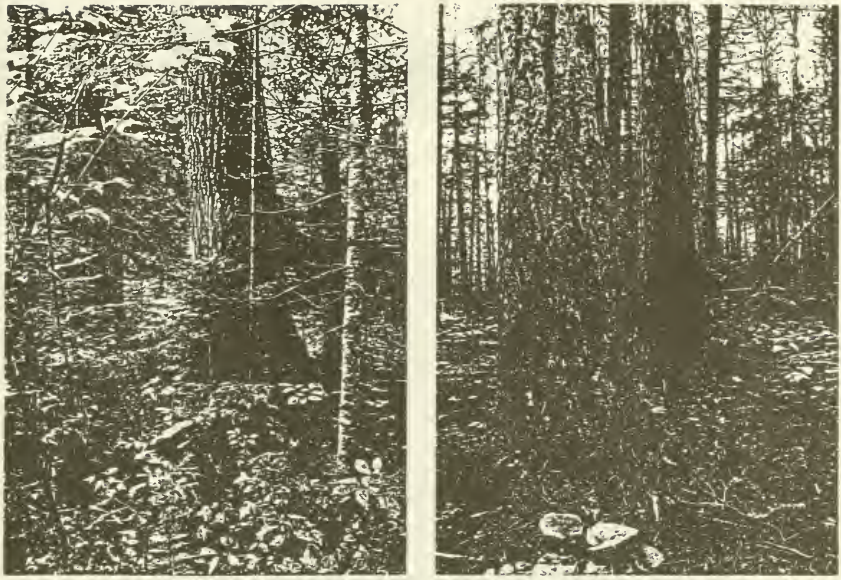
snowshoeing, and dog-sledding; we enjoy picnicing and camping from a car as well as wilderness travel. Voyageurs National Park and the Boundary Waters Wilderness are keystones of our heritage and our economy.

I conclude by urging The U.S. Congress in general and Minnesota's Congressional delegation in particular to put aside legislative attempts at further adjustment of wilderness boundaries and management. Instead, I urge you to look to Minnesota as a model of a state that has preserved a significant portion of its natural heritage as wilderness while developing a strong, natural resource based economy. Please help preserve and strengthen Voyageurs National Park and the Boundary Waters Wilderness. Thanking you for your time and attention, I remain

Respectfully yours,

John Pastor

Dr. John Pastor
Senior Research Associate and Adj. Professor
University of Minnesota



Old growth red and white pine
on the Kabetogama Peninsula, Voyageurs National Park.
These trees are more than 200 years old.

One of the oldest beaver ponds
on the Kabetogama Peninsula, Voyageurs National Park.
This pond dates from prior to 1927.

Testimony of Frances Heinselman
Prepared for the
U.S. House of Representatives, Subcommittee on Parks, Forests and Lands
St. Paul, Minnesota Congressional Field Hearings
October 28, 1995

Thank you for the opportunity to speak today and welcome to Minnesota. My name is Fran Heinselman.

Voyageurs National Park is a unique area. This Park deserves not only the classification as a National Park but the protection as a wilderness for all to enjoy. The experience of seeing animals in their natural environment is becoming more rare. It is important to save these areas for people who come after us, to see and enjoy. I would like to share with you, one of our experiences in Voyageurs. In August 1987, my husband and I traveled into the Kabetogama Peninsula of Voyageurs National Park. What follows is an accounting of that trip.

The hiking trail in Voyageurs National Park that intrigued us in 1987 was on the Kabetogama Peninsula. We parked the car at Kabetogama narrows; canoed across to the Lost Lake portage; saw five otter looking curiously at us on Long Slough; and canoed Lost Bay to the Agnes Lake Trail Head where we hiked to Cruiser Lake.

The thrilling sounds of wolves howling, greeted our ears about midnight on August 19, 1987 at our Cruiser Lake campsite. August 20 found us hiking the trail to breath-taking views of Rainy Lake from the high granite bedrock ledges above the rocky Anderson Bay shoreline. On the return hike to our cruiser Lake campsite, we were tired and took more time looking across several ponds to see wildlife. A head moved in the tall grass on the far side of a pond about a half mile north of Cruiser Lake. Was it a deer or wolf? We realized it was a wolf as it moved up to a rocky ledge overlook. Soon the wolves stood to look us over, one, two, three then they moved onward and more appeared. Gradually all retreated out of sight. They obviously saw us, but could not get our scent because the wind direction was toward us.

Bud decided to do one wolf call. No sound response, but one wolf appeared on the rock ledge, then two , three and two more in the side slope. Five at one time! A pack of wolves. Wow! Just west of the rocky ledge another wolf came into view -- making six wolves at once--too far for photographs-- but a rare sight for two tired hikers absorbing the beauty of these magnificent creatures. As we walked back to camp we realized we had just had a once in a lifetime experience.

We realized afterward that this experience brought us close to seeing a large part of the Park's wolf population.

I have often wished that we had been able to take a picture of this unusual scene but we both knew that the movement that was required to reach into our back packs to retrieve the camera and the right lense, would have been enough to scare these wolves away. I hesitate to think of the chance we would have had to have this encounter if a motorized trail was on the Peninsula,

On other trips through the park, we have enjoyed watching the diverse waterbirds and raptors. We have not only canoed in Voyageurs but we have used a pontoon boat and have enjoyed the historic Kettle Falls Hotel. That is the nice thing about Voyageurs National Park: it is the diverse types of opportunities that are allowed, that you can not find anywhere else. It is the chance to have motors in some areas and wilderness in others that have come to be a part of what Voyageurs offers to its visitors. Lets keep Voyageurs as it is and keep the Peninsula free of motors.

Minnesota United Snowmobilers Association
4215 Winnetka Avenue North • Suite 222 • Minneapolis, Minnesota 55428

Jeffrey C. Mausolf
Minnesota United Snowmobilers Association

Testimony before the House Resources Committee, Sub Committee on National Parks, Forests and Lands

October 28, 1995 - St. Paul, Minnesota

Thank you, Mr. Chairman, for the opportunity to testify before this Panel on behalf of Minnesota United Snowmobilers Association (MnUSA).

MnUSA proudly represents 280 snowmobiler clubs; 350 commercial members, and over 23,000 snowmobiling families from throughout the great State of Minnesota.

In 1994, MnUSA volunteer members logged over 140,000 hours in maintenance and grooming of the state's snowmobile trail system with an estimated value of close to $500,000.

Minnesota is the home of the only two United States manufacturers of snowmobiles... Arctco Inc., of Thief River Falls, and Polaris Industries, located in Roseau. We also have the Research and Development facility for Yamaha Snowmobiles located in Coon Rapids, Minnesota.

1994 surveys by MnUSA and the Minnesota DNR show 216,000 registered snowmobiles in the state. The same surveys indicate these snowmobiles are driven a total of 106 million miles annually. As these numbers show, snowmobiling is the number one winter sport in our state and is, in fact, a billion dollar tourism, manufacturing and retail industry for Minnesota.

MnUSA has been an active participant in the ongoing debate over management and recreational use of Voyageurs National Park dating back to the Black Bay duck hunting/land exchange issue in the early 1980s. We later offered testimony in the Wilderness suit brought against the Park Service by the Voyageurs Regional National Park Association (VRNPA). In that action, the courts affirmed that snowmobiling was indeed a legitimate use of VNP as directed by the Secretary of the Interior.

MnUSA recently filed suit against the Secretary of the Interior,

the U.S. Fish & Wildlife Service, and the National Park Service in an attempt to remove snowmobile access restrictions in 16 bays of Lake Kabetogama. We view this action, initiated in 1993 in the name of wolf protection, as little more than an attempt to misuse the Endangered Species Act to further restrict snowmobiling in the park in defiance of the Voyageur enabling legislation.

We stand in support of the Oberstar initiative because we view it as an important and necessary first step in bringing the Park Service and other federal agencies with a hand in park management toward a more realistic and workable approach to managing Minnesota's only National Park. We, as the number one winter users of the park, feel the only solutions to the issues surrounding proper use of this park is the establishment of a management team which includes a significant number of park users and park neighbors in a framework that gives these groups real power to affect policy in the park. The Oberstar initiative, in that it speaks to these concerns, is an important first step we heartily support. We feel the management of the Park has failed to address the concerns and needs of these groups and believe a change in management of the park, in some form, is a necessity.

Our 23,000 snowmobiling families, as well as all the taxpayers and outdoor-minded people in Minnesota have an interest in the recreational opportunities and economics of Northern Minnesota, including VNP. At our Quarterly Meeting this past Spring, the Board of Directors of our organization passed the following resolution:

MnUSA supports making realistic changes in the management policies for VNP, and to that end make the following recommendations:

1. No wilderness designation
2. All bay and major lake surfaces remain open (no closures)
3. Chain of Lakes Trail upgraded to a "two-way" trail.
4. Additional on-land trails be established, many of which existed prior to the establishment of the park.
5. Join local, state, federal planning and management of the park.

Because of time restraints, I will limit my remaining remarks to three of the above mentioned items ... wilderness designation; bay closures and joint policy making and management.

Wilderness designation has been the single most heated subject for debate since the inception of the park. The Park Service has stated in their EIS that the "legislative mandate to provide for visitor use would need to be constantly balanced with the mandate to preserve the park's natural values. Clientele groups, growing populations, increasing visitor use, and changing economic conditions could influence the interpretation of NPS management policies, management actions, particularly where specific land use controls are not firmly and somewhat irrevocably established."

Balancing preservation concerns with the mandate to allow recreational use is the Park Service's job. Changing that balance as circumstances change is also the job of the Park Service. Allowing "clientele groups" to "influence" policy is not only part of the Park Service's function, it is the basis on which the country was founded ... democracy.

Bay Closures

As stated before in this testimony, MnUSA views the bay closures of 1993 (16 bays on the major lake surfaces) as arbitrary and capricious, with no basis scientific or otherwise.

The 1991 "Environmental Assessment" states... "lake surface snowmobiling did not materially and adversely effect the wolf population in the park." Further comments from L. David Mech, noted wolf biologist for the U.S. Fish & Wildlife Service, made the following statement in his book, The Wolf, 1970, "Wolves feeding on deer kills along the shoreline are sometimes temporarily displaced off a carcass by passing snowmobilers or other winter recreationalists. After they depart, the wolves frequently return to the carcass to feed. If winter recreationalists have been having a detrimental effect on the park's wolf population, it has not been reflected in the stability of the population over a 15-year period."

Mr. Mech more recently stated in the Natural Resources Management Plan (1990) ... "I know of no evidence or reason to believe that snowmobiling, summer or winter visitor use, winter camping, or other winter sports will have a detrimental effect on the survival of Voyageurs wolf population. Wolves' avoidance of well-used human trails should cause them no real inconvenience, nor should it interfere with their hunting."

Although the Park Service has declared the authority to "temporarily" close areas for consideration of public safety, wildlife management, weather and park management objectives, these winter bay closures are not temporary, and the Park Service has

not come forward with any research or data citing potential significant wildlife impacts to justify even temporary closures.

Joint planning and management. Voyageurs Park has failed to live up to its potential since inception. NPS management leans heavily to preservation at all costs and micro management from Washington has not been effective. Instead, constant controversy and litigation have offset the minimal tourism efforts by the NPS. As Congress begins to take on the tough job of reforming and reorganizing the Park Service, whose problems with maintenance shortfalls, accounting deficiencies and increasing public outcry regarding their policies have not been addressed, we add our voice to those like Congressman Oberstar, calling for new direction for this agency and we agree with his proposal to form a management council representing as many viewpoints and interests as possible.

In closing, I would be remiss if I did not counter some of the misleading and even false statements attributed to our position on VNP. Let me assure everyone that we do not advocate logging or mining in VNP, turning VNP into a buzzing motorized raceway, selling portions of VNP to decrease the Federal budget deficit, or turning VNP into the Disneyland of the North.

Through all the rhetoric and misstatements, one term stands out to me. A term used liberally by the extreme preservation groups and like-minded elected officials. "VNP is the Crown Jewel of Minnesota". VNP is not a rare artifact that can only be preserved and appreciated from afar like a crown jewel in a glass museum case. VNP is a park to be enjoyed, preserved and appreciated by the public who pays the bills.

Testimony of Carol Selsaas
Before the House Subcommittee on Parks, Forests and Lands
October 28, 1995

Chairman Hansen, members of the committee, concerned citizens:
My name is Carol Selsaas. I represent the Stewardship Alliance for Voyageurs National Park, an organization comprised of over twenty two hundred households. Also, I am here to fulfill the wish of a dying man. Let me explain; I want to talk about a wonderful man, George Esslinger, my father. George Esslinger was one of the strongest supporters in Northern Minnesota for the establishment of a National Park on the Kabetogama Peninsula. My father died knowing that he had been lied to. He died apologizing to me, his grandson, his community. On his death bed, I promised that I would fulfill his wish and tell the story of how he was mislead in his support for Voyageurs National Park.

There is an organization that shares my father's goals for the park, the Stewardship Alliance, it represents those who share a concern for the misrepresentations of the park service and their allies who want to close the park to enjoyment by the average person. The Alliance's stated purpose is "to initiate, promote, and support plans and policies for Voyageurs National Park that recognize the unique character, history and culture of the park area, and allow for the reasonable use and enjoyment by all people now and in the future." The Alliance has been encouraging the park service to participate in the creation of a visitor use and facility plan as required by legislation enacted in 1983. The park service has consistently ignored the law requiring a visitor use and facility plan, at the same time they have started and completed plans not required by law. The Alliance also opposes any wilderness designation in the park. Over eighty percent of those testifying at public hearings, conducted by the park service, testified against wilderness designation. The park service ignored the wishes of the public and continues to manage the majority of the park as wilderness while pushing for a congressional wilderness designation.

For over nine years my father worked with other men and women to fight for the creation of the park. He assisted the Department of the Interior in physically identifying the boundaries of the park. He traveled and spoke in favor of the park, he gave his heart and soul to the park. He believed the area he supported for a national park should be maintained for the enjoyment of all people; snowmobilers, cross country skiers, boaters, hikers, fishermen, hunters, yes and even dog sledders. He felt that this would be a park for everyone who had respect for this land, not one locked up except for a chosen few.

Testimony of Carol Selsaas
Before the House Subcommittee on Parks, Forests and Lands
October 28, 1995

When the bill creating Voyageurs National Park was drafted in the late 1960's, it permitted hunting, fishing, trapping, motorized use, airplanes, commercial fishing and snowmobiling. My father accepted the loss of hunting, trapping and commercial fishing. He was promised that the park would work to improve sport fishing in the area. Instead they have discouraged fingerling stocking of lakes and made other lakes inaccessible by traditional means such as float plane and snowmobile.

My father supported the park with the understanding that the trails and roads already established, would be maintained. At the time of the the park's creation, there were over 200 miles of maintained motorized roads and trails on the Kabetogama peninsula alone. Currently there is a fight to close the last 12 mile trail. The park service claims over 100 miles of snowmobile trails, yet most of these are on the major lake surface. It is claimed that over 60 percent of the park will be opened to motorized use if a wilderness is not designated. Anyone who has been on the peninsula or other land in the park knows that it is impossible to use a motorized vehicle except on a maintained trail. It is almost impossible to ski, hike or snowshoe except on a maintained trail.

There is a memorial to my father, placed by the park service, at a camp on one of his dog-sledding trails. The current park service regulations would probably prohibit my father from taking his dog team on the same trail that he used to reach his camp.
But, he couldn't reach it anyway, as this trail has been closed. The trail to his memorial is no longer maintained, it is inaccessible. I have never had the opportunity to visit his memorial.

My father wanted to preserve the area he knew so well. But, he did not want it preserved only for the enjoyment of a few privileged researchers and others. My father died in 1986 after a long battle to correct the misrepresentation of what Voyageurs National Park was to be. I will never forget his last words, "It was never supposed to be like this."

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Testimony of Sarah E. Williams

Before the U.S. House Subcommittee on National Park, Forests and Lands
October 28, 1995

Chairman Hansen, members of the committee.

My name is Sarah Williams. I am currently employed as the coordinator of the Greater Northland Coalition This newly formed consortium consists of ten member organizations with a collective membership of close to 11,000 people. The coalition is made up of the Boundary Waters Treaty Coalition, Citizens Task Force on Alternatives for Voyageurs National Park, Conservationists with Common Sense, International Voyageurs Snowmobile Club, Minnesota Landowners Rights Association, Rainy Lake Sportfishing Club, Stewardship Alliance for Voyageurs National Park, Ely Igloo Snowmobile Club, Associated Contract Loggers and Woodworkers Lodge W33 IAMAW.

This grassroots partnership represents diverse interests and concerns but has found common ground concerning the following issues:

- 1. Preserving the diverse history and culture of the northland
- 2. Protecting our rights to use and enjoy public and private lands under provisions contained in the United States Constitution, international agreements, and U.S domestic law
- 3. Regaining control of our own destiny by returning more authority and responsibility to local units of government

The member organizations believe it is possible to promote jobs and economic prosperity and expand recreational opportunities, while improving the condition of our natural resources and the overall quality of our environment. We therefore support the development of innovative and cost-effective resource management and environmental protection alternatives. Finally, we believe all this can only be accomplished by insisting on more openness and accountability by all governmental bodies.

The Joint Congressional Hearing held in International Falls on August 18, 1995 led me to become involved in these issues. Many homes, cabins and businesses were lost with the establishment of Voyageurs National Park. Among these were: Lauren Erickson's fish camp, the Hilke fish camp, Namakan Narrows Lodge, Enzio Kirsila's cabin, Hank Dabney's cabin, Billy LaRue's cabin, Mary Schlick's, Alfred Johnson's place, and many others. But after over 20 years of the National Park Service's presence in our community, people finally wanted to hear what my family has encountered in dealing with this agency with regard to the Kettle Falls Hotel.

Ed Rose built the Kettle Falls Hotel in 1913. Five years later, my great-grandfather, Robert "Bob" Williams bought the Hotel for $1,000 and four barrels of whiskey. Built where Namakan Lake flows into Rainy Lake, Kettle Falls was a stopping place for loggers, settlers and commercial fishermen Lodging, food, beverages and female companionship where provided to those who visited.

Kettle Falls Hotel was a lively place during the tenure of my great-grandparents, Bob and Lil. During Prohibition, boot-leg whiskey flowed freely in blind pigs behind the Hotel Among those imbibing were gangsters from St Paul and Chicago It was hard

work running the Hotel at this time. A long boardwalk ran to the Hotel, and everything had to be hauled by hand with a two-wheeled wagon. As there was no indoor plumbing, the water was carried in from the well. All the cooking was done over a wood stove. But my great-grandparents continued to operate successfully through the depression.

Great-grandpa Bob died on June 30, 1956 at the hospital in International Falls. The next year, Grandma Blanche and Grandpa Charlie went up to help my great-grandmother run the Hotel. Grandma helped cook and Grandpa came up on weekends to work.

Upon Grandma Lil's death, Grandpa and Grandma took over running the Hotel completely Grandpa worked at Mando and came up on weekends, while Grandma ran the Hotel in his absence. All six of their children; June, Buck, Robbie, Mike, Chuck and Peggy have worked at Kettle Falls, as have many of their children.

Every one of us has our own special memories of the Hotel. I remember chopping cabbage for cole slaw in a bowl so large I couldn't put my arms around it. I also remember my cousin, Frannie negotiating the bulges and slopes of the floor in her walker as a toddler. My father, Buck remembers washing dishes in a wooden sink and standing on a crate to reach the fish he was frying. My cousin, Billy Dougherty began guiding there. It was there his brother, Charlie met Kerry, the woman he would marry. Kami, Kerry's sister and Mike Leatherdale, another local from the Kettle Falls area, were married at the Hotel. Many newlyweds honeymooned there also.

Kettle Falls Hotel has always been an important part of the entire community Many families made a annual journey to the Hotel from not only International Falls, but from Crane Lake, Kabetogama Lake and Ash River. Grandpa knew it was essential to place a foundation under the Hotel and recognized its historical importance to northeastern Minnesota. This led to the Hotel being placed on the National Register of Historic Places in 1976.

Grandpa did not want to sell the Hotel. He wanted it to remain in the family. The first park superintendent, Myrl Brooks and Jack Blanton took my grandparents, who were in their seventies, upstairs to their bedroom. They were told if they did not sell, the Hotel would be condemned. They were also advised against retaining an attorney. The Park Service did make a few promises to Grandpa and Grandma. They were told the Park Service wanted our family to remain and promised the Hotel would be stabilized The first became a lie when it was no longer economically viable to operate the Hotel and Uncle Chuck was forced to sell the concession. They were forced to keep the second only because we and other concerned individuals were able to convince Congress to approve the funding.

The renovation of the Hotel was eventually accomplished, in spite of the National Park Service efforts to prevent it and a dedication ceremony was held on August 13, 1988. I say in spite of the National Park Service with good reason. During the early 1980's, the Park Service suggested a number of options, including trailers on concrete slabs to replace hotel lodging. It was also suggested turning the Hotel into a museum. Irv Anderson, then Chairman of the Citizens Council on Voyageurs National Park, and others lobbied Congress and the Administration to provide necessary funding to restore the Hotel. My Uncle Chuck, Aunt Peggy and Grandpa Charlie accompanied him on two different occasions Uncle Chuck and Aunt Peggy expanded their efforts by mailing letters

frightened Family members and friends have all mentioned the sadness they experienced when seeing the tree down.

After being closed for two seasons during the renovation, it was necessary to come up with capital to reopen the Hotel. The revenue generated from portages, gas sales, beverages, pre-packaged food, and rental of the three cabins was not sufficient. It is important to remember, some of the previous clientele had found elsewhere to visit during the period the Hotel was closed. The only collateral remaining in the family's possession were the historic furnishings, paintings and photographs at the Hotel. Uncle Chuck had no choice but to sell these treasured items to raise the necessary capital. There is no doubt in my mind he would have received more money for them in an auction. But it was important for them to remain at the Hotel, so they were sold to the National Park Service for $75,000.

It was shortly after these items were purchased by the Park Service, that the agency began to re-write the history of the Kettle Falls Hotel. Pictures began to disappear. The first were the nudes which hung in the bar. Then the photographs of my great-grandparents and grandparents disappeared from the lobby. Several other photos and pictures have also been removed during the past few years. This year a picture, entitled, *The Heartbreak Hotel* is missing. This picture had enormous sentimental value not only to my family, but much of the local public as well It featured many people who worked at the hotel, guests who returned yearly and my family, of course. Numerous people who share Kettle Falls history have also noticed the picture's absence and have commented to me and others. Recently, the Park Superintendent has said they were removed in order to protect and restore them. According to her they are presently being stored in the museum storage facility at park headquarters I have been told by more than one source, they were placed in a shed behind the Hotel prior to the construction of this facility These cherished items were sold to the Park Service so that they would remain a part of the Hotel, available for all who visited to see

The Hotel's menu is another important element of the National Park Service's attempt to remove the Williams family from the Hotel's history. Located on the back is a brief history of the Hotel. It talks of Ed Rose building it and Nellie Bly providing personal services to men who frequented the place Nowhere does it mention one member of my family.

The Rendezvous newspaper, published by Lake States Interpretive Association and distributed by the National Park Service, features an article on the Kettle Falls Hotel No where in this article does it mention any member of my family either. The attempt by the National Park Service to remove my family's role in the history of the Kettle Falls Hotel has angered many people in the community. Many, who frequented the Hotel previously, no longer make the trip. As one person has said to me, "The place no longer has a soul."

The violations of the Root-Bryce (Boundary Waters) Treaty by the National Park Service have also led to the problems at Kettle Falls. Assistant Superintendent Dick Frost informed Harold "Beau" Armstrong he could no longer transport paying passengers from Fort Frances through Kempton Channel to Kettle Falls because Robert Hilke had the only park concession to operate a boat on Rainy Lake He also threatened to seize Beau's boat if he should continue to operate within the park Beau returned to Canada and spoke to

officials about the Park Service's threat and position with regard to transporting passengers According to these officials, Rainy Lake was part of the border waters and this was a clear violation of the Boundary Waters Treaty To this day, Beau believes the action taken by the Park Service against him started the current border war

This ongoing border dispute affected the Kettle Falls Hotel when the Canadian Government instituted the Remote Area Border Crossing Permits. Because of its extreme isolation, the requirement of these permits placed undue hardship on those visiting the Hotel. It would require all guests who wished to fish, travel through or land in Canadian waters and lands to go through Canadian Customs in Fort Frances or Sand Point Lake. Chuck spoke to Ray Caldwell, Immigration Officer in Fort Frances, about the possibility of allowing the Hotel guests to mail in their requests for the permits. Chuck did not hear anything from Mr Caldwell and proceeded to inform his guests they would be required to make necessary trip to Canada. Upon hearing this, cancellations of reservations began. These cancellations resulting from the required trip to Canada were the last straw It no longer was possible for the Hotel to continue operating under the Williams' care and Chuck was forced to sell the concession. Later, Mr. Caldwell informed family members he had told Park Officials the Ontario Government would allow Kettle Falls guests to request the permits by mail. Chuck was never informed of this Mr Caldwell, also stated he did not believe the National Park Service cared about the Hotel.

This was the very thing that concerned my grandfather when he sold the Hotel to the National Park Service As he told park employees in the early summer of 1989, the Kettle Falls Hotel was in his heart. He desired more than anything for us to remain there. The only consolation my family has is that he and my grandmother died before we no longer were there. They did not have to experience the feeling of walking into their home and not feeling welcomed as every member of my family has.

My family has been the Kettle Falls Hotel since 1918. Friendships developed between us and those who visited which have spanned decades And I found this to be very evident with the passing away of both my grandparents in early 1992 There were several hundred friends, many who travelled from across the country, to be with us during this difficult time. The memories of what we all had shared at the Hotel was a bond which held us together.

My grandfather promised those same park employees in early summer of 1989, he would go to his senators, the governor, and anyone else who would listen, if we were forced out of the Hotel. Today, I am sharing our story as he no longer can. This is very difficult for my family to do because it brings back very painful memories. But the support and encouragement we have received from people in the community has given us the strength to follow through with my grandfather's wishes and for this we are very grateful.

I do not believe the experience my family has encountered with the National Park Service is an exception, rather it is the norm. The member organizations of the Greater Northland Coalition have all, at one time or another, tried to work with federal and state agencies These bureaucracies have, more often than not, been insensitive, uncaring and arrogant. It is essential that reform of the National Park Service and other agencies take place, so ordinary people can once again feel they are a part of government and may take some control of their over their own destiny.

Chart #1

	1995			1996			1997	
	President's Plan Proposed	Actual	(Part of Total) Salvage Proposed	President's Plan Proposed	Actual	Salvage Proposed	President's Plan Proposed	Salvage Proposed
Medford BLM	32	32.9	12.2	57	48	16	57	16

	60% of PSQ		80% of PSQ		100% of PSQ	
USFS Rogue River	14.2	17	24.01	19.84	27	5.29
USFS Siskiyou	13.2	16.6	19.2	8+	24	

Chart #2

	Per Year 1980's	FY 1995	FY 1996	FY 1997
Medford BLM	194	32.9	48	57?
USFS Rogue	200	17	20.8	26
USFS Siskiyou	160	13.2	19.2 +salvage	24 +salvage
*Total	554	63.1	88	107?

*Total in FY 1995 was accomplished

SUBMISSIONS FOR RECORD

Due to the high cost of printing, material submitted from the following was placed in the hearing record files from the Committee:

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USA

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David E. Peach;

Chugiak, Alaska
Rebecca Maxwell;

Healy, Alaska
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Flagstaff, Arizona
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